

## FROM OLD PUBLIC ADMINISTRATION TO THE NEW PUBLIC SERVICE

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### **Abstract**

*Public administration is an important factor in building and shaping the society. To keep and maintain their own position is an important status of the state bureaucracy. This includes procedures for the implementation of policies and institutions running management. The State should participate on growth in living standards of their citizens. The main role of the State is the provision of services and well-functioning public administration in collaboration with the guarantee of quality standards of public services. Public services need roof in terms of both quantity and quality. The quality of these services significantly determines the quality of human resources involved in this system. The result of this synergy are cheaper, more efficient and easier public services and public administration. Public services and public administration should be cheaper, more efficient and more accessible to citizens. The role of public administration is to significantly reduce the burden for citizens (saving time and money). The main idea of ESO reform is to relieve people from unnecessary administrative burdens and change the status of citizen, which is a main topic of this article.*

### **Key words**

*Citizen, Human resources, Public administration, Public services, Reform ESO*

**JEL Classification:** H11, H41, O15, O38

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### **Introduction**

Public administration is an important and integral part of the state and social reality. Through public administration the State provides citizens with public goods and public services. The form of these goods and services is a reflection of the needs, expectations and demands of citizens and the State. The complexity and dynamism of modern society develops intense pressure on the qualitative and quantitative growth in requirements relating to governance. The State must reflect the economic efficiency and compliance with the principles of good governance and builds a model of public administration corresponding to the 21st century. Improving the environment of public administration is therefore based on cooperation and participation of different bodies. These entities have the obligation to cooperate actively, points to new possibilities for the development of this environment, as well as pointing out the shortcomings of that system. Application of innovative components, systems and procedures, it is possible to build a new system of public services, which both citizens and the State deserves. ESO reform creates and modernizes public administration environment, changes the organizational structure of public administration, appeals to the quality of their own human resources and puts the citizen in a completely different role what he held previously. This article points out the changes resulting from the ESO reform in a new model of service provision.

### **1 The existence and public administration needs**

Public administration is an integral part of a dynamically changing society. Its essence lies in pursuing public interest and public welfare building. Close links between the public administration and the State speaks about the consistency of the relationship and linkages between these entities. In the absence of a uniform legal framework for solving the problems, implies, that each State, or the ruling apparatus is adapting public administration to their own needs, demands and options. Any political regime or system attempts to adapt the management of issues of public interest to the existing political situation, and its own goals and needs (Koišová, Masárová, Hahánik, 2016). These, however, must coincide with the needs, demands and options for citizens and companies. The structure of this model of the state public administration with democratic elements of government must adequately fulfill all the above attributes.

The complexity of the knowledge of public administration as a social phenomenon testifies not only the variability of public administration models, but also the variability of approaches to the definition of public administration. The solution of this problem is the subject to the existence of the two delimiting lines of the public administration. Public administration can be determined as dynamic or static variable. When defining public administration as

dynamic variable, based on ideas of Bolfíková (2000), which sees public administration as executor of outputs, respectively outputs of legislature. It is therefore a system of decision-making processes, relationships and activities of state bodies (Kosorín, 2003). Because public administration is linked to the law, the necessary condition for the implementation of these activities is legislative compliance of individual acts.

When defining public administration as static variable, it must be based on the characteristic feature of which is strict institutionalization (Holomek, 2015). Within this perspective we highlighting that the institutions and its hierarchical arrangement forms a structural framework of public administration of the State. State as the most important element of social mechanisms is directly responsible for the functioning of public administration. The State has also a part in building the relationships of the subjects of this mechanism, because it represents the drive force. From the above mentioned, it is obvious, that the direct contact of subsystems of community at the state level, state and local government can be considered as an initiating element of active development of a modern public administration transformed into a good governance.

The term "good administration" is relatively young. It can be defined as a group of stimulatory factors for economic growth support, job creation and social inclusion, confidence-building and company development. These ideas are based on applying the principles of good governance enshrined in the documents of the European Union and the Council of Europe. Their main mission is to protect clients / citizens in area of legality, impartiality, proportionality, equality, non-discrimination and the right for information. In addition, the good governance is based on quality of the executor of individual acts. For this reason, attention is focused on compliance with the Code of Good Governance (Recommendation CM / Rec / 2007) and the Code of Good Administrative Behavior (EUR Lex 2000/791 / EC). These codes as important elements in building good governance focuses on the recipients of administrative measures in order to guarantee the right to good administration, as well as to themselves the executors of government. The rules enshrined in these legal documents contain substantive rules and procedural nature, as well as a set of non-obligatory requests. Non-obligatory requirements apply to the field of action of good behavior standards of public morality and general decency of the executor

Under the term of "executor" we mean human resources that are part of public authorities. According to Palan (2002), human resources have a key role in the development of the organization. These resources

drive all the other resources (material, financial) and determine their use. It is to be noted that one of the tasks of human resources of public administration is building a positive image towards the general public. The employees of public administration should be open to customers, identified with the mission of public administration and the role they occupy in it, able to work on oneself, be critical and at the same time participate in the development of building good governance. Based on Pšenková (2011), they perform the state service in an impartial, apolitical, professional and efficient, and their performance must meet the criteria of stability and ethics.

### *1.1 Public Administration of the SR*

Public administration is an important factor in building and shaping the society. To keep and maintain their own position is an important status of the state bureaucracy. This includes procedures for the implementation of policies and institutions running management (Hughes, 2003). The modification of state bureaucracy stems from the need and necessity of the existence of a number of factors which significantly affect its role and form. This transformation does not always lead to the desired results. The company sees any change sensitively, not excluding changes in the area of public administration. It is therefore very important to create an adequate environment that can guarantee supple and flexible adjustment to each component of the system, including customers / citizens. At the same time, these changes should minimize the negative impacts and risks associated with the adjustment of public administration environment.

The Slovak Republic has undergone several periods of fighting hard for their own existence and space that marked the political power and social influence. The road to independence was marked by several losses, which it moved and amalgamated, but also some large and small victories that are the hope and valuable experience at the same time. Similar parallel can be seen in public administration, e.g. the form, the role, the structure of its components, and others.

The first record relating to public administration in our territory can be dated back to the period of Samo's Empire (7th century), which in terms of development is the first administrative center of the Slavs. Significant enroll in our history is Principality of Nitra, in which we have managed to acquire independent status in the Frankish Empire, and strengthen that independence within the Great Moravia. At the same time, these periods can be regarded as basic stones for the construction of public

administration as we know today. Slovakia during the Hungarian state until the establishment of Czechoslovakia has undergone dozens of reforms and adjustments. The first known government reform of the reign of Stephen I of the family of Árpád, is the reform of the territorial administrative nature, ie building a system of castles. Equally, an important deed was executed by Hungarian king Ondrej II, who in the 13th century acknowledged rights and privileges to tendon (ie. Zlatá bula). In the times of so-called "enlightened absolutism" (Emperor Joseph II)

thera was an approach to the further reform of public administration, when the whole Hungary was divided into 10 administrative districts. Subsequently, there has been a revival of administrations and institutions (ie. October Diploma). After the collapse of the Austro-Hungarian Empire, the Czechoslovak Republic (Table 1) took over in Slovakia a county system, later replaced by the land establishment. Municipalities were subject to provincial authorities, the districts to the Land Offices.

**Table 1: Origin and termination of the CSR**

<b>Czechoslovak republic</b> (1918 - 1938)	Sudetenland (1938-1945)		<b>Czechoslovak republic</b> (1945 - 1960)	<b>Czechoslovak Socialist Republic</b> (1960 - 1990)	<b>Czech and Slovak Federal Republic</b> (1990 - 1992)	Czech republic (1993 - present)	
	<b>Czech-Slovak Republic</b> (1938 - 1939)	<b>Protectorate of Bohemia and Moravia</b> (1939 - 1945)				<b>Slovak republic</b> (1993 - present)	
		<b>Slovak republic</b> (1939 - 1945)					
		<b>Part of Hungary</b> (1939 - 1945)					
		Ukrainian SSR (1945-1991)	Ukraine (1991 – súčasnosť)				

Source: own processing

To the radical changes in the geopolitical environment and affecting the Czechoslovak Republic we can count german plans and efforts to create Third Reich. Autonomy of Slovakia, Slovak provincial government formation, Slovak Diet and other autonomous bodies were the result of the Vienna Award. The political character of the first Slovak Republic (Slovak State) predestined also the nature of government. From 1st January 1940 was in accordance with Act no. 190/1939 Coll. restored two-level local government, under which Slovakia divided into a 6 counties (Bratislavská, Nitrianska, Trenčianska, Tatranská, Pohronská, Šarišsko-zemplínska) under which was formed system of 59 districts.

After the restoration of Czechoslovakia (1945) the situation has returned to the pre-war status, although significantly marked by the influence of the communist regime. It was the main idea of events, which at the end of 1989, radically intervened to the society. The events in November 1989 led to a change of control of the State and its transition to a democratic way. The first major steps after the revolutionary changes of public administration issues, was restoring the self-government in villages (SNR Act no. 369/1990 Coll. on the municipal establishment) and change in the structure of government (SNR Act no. 472/1990 Coll. on the organisation of local state administration are omitted the words "territorial plans of municipalities and"). The period of national committees of all levels ended, and created the

apparatus of 38 county offices and their 121 subordinate offices - district offices. In 1996, Slovakia began geographically subdivided into 8 regions and 79 counties (Law no. 221/1996 Coll. on regional and administrative division of the Slovak Republic). In 1999, in addition to local self-government at the local level, there is an another second level, the regional level. To the other major changes in government belongs reorganization of local government in to the form of 50 district offices and 613 specialized offices of local state administration (NR SR No. 515/2003 Coll. on the Region Offices and the County Offices).

The last change in the organization of local government environment is a series of actions and measures resulting from the ESO reform (Effective Solid Open) - Law no. 180/2013 Coll. on organization of the local government and the Cadastral Act. Its central theme is pro-client oriented and transparent public administration, which has to its clients provide services quickly, effectively and efficiently. This orientation leads to support of sustainable growth, job creation and social inclusion (Table 2).

**Table 2: The objectives of the reform ESO**

The objectives of public administration reform
<ul style="list-style-type: none"> <li>- promoting smart, sustainable and inclusive growth through cost-effective modernization of public administration;</li> <li>- consolidation of public finances and costs, achieve sustainability of public administration through optimizing management systems and resources (including human resources and assets under management);</li> <li>- improving the quality and efficiency of services, their systematic development in all segments of public administration by strengthening analytical capacity and implementing system changes;</li> <li>- strengthening the participation of social and economic partners, civil society in policy making and services development;</li> <li>- increase the transparency of actions and decisions of government;</li> <li>- minimizing the contact between the client and public administration;</li> <li>- transparent and measurable implementation of public administration in relation to the public funds.</li> </ul>

Source: Ministry of Interior of SR (2014)

ESO reform has two basic phases:

Phase 1 - **Integration of specialized competences of government** (1 January 2013) - abolition of specialized state administration at the regional level and transfer their competencies to existing district offices in the territory of the region (abolition of 64 state offices).

Phase 2 - **Integration of all responsibilities of local government to the one state office** (1 January 2014):

I. Pillar - *Super Offices*

- integration of specialized local government offices under the County Office (72 county offices)

II. Pillar - *All in one*

- client center services for citizens (contact and administrative site for the citizen - KAMO)

III. Pillar - *Cost and Time*

- saving in the area of agenda processing and handling (citizen/client - state)

ESO reform results regarding public administration environment are still not flattering, this fact testifies the OECD Economic Review 2014 report. The OECD notes and advised to focus on the efficient and effective performance of public administration and better business environment regulation. In the process of public administration modernization, the aspect of human resources, management and managing should not be overlooked. Focus should be also in the horizontal and vertical coordination and cooperation with the government. Strengthening the position of the judiciary both in terms of efficiency and independence is necessary. And last but not least, to ensure transparency in public procurement, applying the principles of the economically most advantageous tender.

The Public Administration Section of the Ministry of Interior under the operational program of Effective public administration (Table 3), targeted actions leading to the strengthening of institutional capacity and efficiency of public services at national, regional and local level.

**Table 3: Operational program Effective Government (2014-2020)**

<p><b>1 Strengthened institutional capacities and efficient public administration (PA)</b></p> <ul style="list-style-type: none"> <li>- quality-improved systems and optimized PA processes                             <ul style="list-style-type: none"> <li>o interoperability of services and processes (elimination of duplicates, pro-client orientation)</li> <li>o improvement in the PA availability - www.slovensko.sk, Client Center (KAMO)</li> <li>o the implementation of a quality control system in PA</li> <li>o the measurement of customer satisfaction and active participation of citizens in the process</li> </ul> </li> <li>- modernized human resources management (HRM) and increased employee competence                             <ul style="list-style-type: none"> <li>o to increase the expertise of PA employees</li> <li>o to strengthen analytical and methodological capabilities</li> <li>o the independence of HRM in PA from political cycles</li> </ul> </li> <li>- transparent and effective application of public procurement rules and consistent application of the principles of 3E (economy, effectiveness and efficiency)                             <ul style="list-style-type: none"> <li>o to increase the public oversight</li> <li>o the simplification of rules and procedures of public procurement</li> <li>o the saving of public investment</li> <li>o a decrease of corruption</li> </ul> </li> </ul>
<p><b>2 Rationalized judicial system and increased law enforcement</b></p> <ul style="list-style-type: none"> <li>- increased efficiency of the judicial system</li> <li>- improved quality and strengthened independence of the judicial system</li> </ul>
<p><b>3 Technical Assistance</b></p> <ul style="list-style-type: none"> <li>- material and technical equipment</li> <li>- modern and functional ICT</li> </ul>

Source: Source: Ministry of Interior of SR (2014)

**1.2 The form of public service in the SR**

Based on the each step of the ESO reform (Table 4) and the operational program Effective Public Administration, the understanding of public services

moves forward by giant leaps. The Government and the State interest is to provide not only a quantitative, but especially qualitative base of public services which affect every stage of life of the individual /client.

**Table 4: Basic services agenda - County Offices**

County offices in Region	County offices	Selected county offices
<ul style="list-style-type: none"> <li>- Road Transport and Roads</li> <li>- General internal administration</li> <li>- Trades</li> <li>- Crisis management</li> <li>- Property-legal issues</li> <li>- Education</li> <li>- Development and housing policy</li> <li>- Environment care</li> <li>- Land and Forest Department</li> <li>- Land Registry Department</li> </ul>	<ul style="list-style-type: none"> <li>- Road Transport and Roads</li> <li>- General internal administration</li> <li>- Trades</li> <li>- Crisis management</li> <li>- Environment care</li> <li>- Land and Forest Department</li> <li>- Land Registry Department</li> </ul>	<ul style="list-style-type: none"> <li>- Crisis management</li> <li>- Environment care</li> <li>- Land Registry Department</li> </ul>

Source: MV SR (2014) - own processing

These services must relieve the client from administrative burden and cost, and should be a prerequisite for sustainable development and enhance the transparency of their management. Increasing the efficiency of level and availability of eGovernment services (Table 5) can be achieved through ICT, which is in line with the objectives of the Digital Agenda for Europe (EC, 2010).

It is also important to have liaison officers in the form of human resources, trained and familiar with the new concept of roles and responsibilities relating to the new form of service provision. It is the employees of the county offices (72 county offices), KAMO centers (46 customer centers), etc., that create and build image of the environment.

*Table 5: Strategic objectives of eGovernment SR*

<p><b>1. Satisfaction of clients and public authorities with the functioning public administration</b></p> <ul style="list-style-type: none"> <li>- strengthening the range of electronic PA</li> <li>- reduction of administrative burdens through transparent procedures</li> <li>- increase the participation of citizens in public affairs</li> </ul>
<p><b>2. Electronic government services</b></p> <ul style="list-style-type: none"> <li>- interconnection of registers used for legal acts</li> <li>- upgrading the portfolio of public e-services</li> <li>- the implementation of eGovernment services</li> </ul>
<p><b>3. Efficient and effective government</b></p> <ul style="list-style-type: none"> <li>- homogenous infrastructure of eGovernment services</li> <li>- avoiding of duplication in work and operations</li> <li>- transparent public procurement by electronic means</li> </ul>
<p><b>4. Increased competences of public administration</b></p> <ul style="list-style-type: none"> <li>- enhanced computer literacy of PA employees</li> <li>- increase in the number of training courses for PA employees</li> </ul>

*Source: eGovernment in Slovakia (2015)*

Adjusting the procedure of the public authority execution by electronic means is regulated by law no. 305/2013 Coll. on the Electronic Form of Governance Conducted by Public Authorities and on amendments and supplements to other acts. The purpose of this law is to enable the implementation of electronic services

by setting a uniform method of execution without the need for intervention in to the each specific part of legislation and provision of electronic alternatives as possible equivalent to a "paper" way of public power execution.

Table 6: eServices SR 2017

Services for citizen	Services for businesses
<p><b>Housing</b> (cadastre, change of residence, construction management, property tax)</p> <p><b>Travel</b> (matrix events, travel documents)</p> <p><b>Transport</b> (technical inspection and emission, traffic accidents and violations)</p> <p><b>Finance</b> (taxes, subsidies, fees, execution)</p> <p><b>Culture</b>(use of public area, grants, notifications)</p> <p><b>Citizen and state</b> (proposals, suggestions, complaints, registration and registration office, voting card)</p> <p><b>Defense and Security</b> (city police, police, fire)</p> <p><b>Family and relationships</b> (benefits, allowances, marriage, divorce)</p> <p><b>Education and Sport</b> (scholarships, loans, recognition of qualifications)</p> <p><b>Employment</b> (instruments for the approximation, court decisions)</p> <p><b>Health</b> (medical devices, patient care)</p> <p><b>Environment</b> (waste management, protection)</p>	<p><b>Administrative and economic run of the business</b> (insurance, consumer tax, accounting, tax, public procurement)</p> <p><b>Intellectual property</b> (design, trademarks, copyrights, patents, utility models)</p> <p><b>Business</b> (subsidies, sales, international tenders, customs declaration, trade register, commercial register, accounting)</p> <p><b>Science, research and innovation</b> (register of information)</p> <p><b>Corporate responsibility</b> (waste management, eco subsidies, forest protection, soil, water)</p>

Source: own processing with [www.slovensko.sk](http://www.slovensko.sk)

Increasing the level of online interaction between the public, public administration and the State is sets so that clients have the opportunity to earn not only information. They also have the opportunity to consult and manage their agenda through the online forms and online portals. It is necessary not only to raise, but mainly improve the complexity of the public administration agenda in the field of computerization.

Customers will thus see this way of communication not only as an alternative to the scheme already in force, but as a common and obvious element of public service of the 21st century. Since 2014 the electronic services portal [www.slovensko.sk](http://www.slovensko.sk) is available to citizens and bussineses (Table 6).

The provision of these services is growing up. Unilateral character (information, download formulars) is replaced by a higher form, and this is the opportunity of computerization the agenda with the competent authorities (eg. Social Insurance, Tax Directorate)

State government has thus gradually become more transparent, simple and more accessible for citizens and businesses. The opportunities of this environment offers, and obligations arising from it (business environment) make it possible to implement

several specialized operations and transactions in a shorter period of time.

### Conclusion

Modernization and orientation directed to the use of ICT environment affected by both individual households and private companies, as well as the environment of the state and public administration in it. State seeks to apply new technologies and ideas so that as far as possible be beneficial for the society. In our conditions is sufficient space for changes. The use of electronic means of communication with the State and public administration is a normal part of citizens life of several modern countries. Relief of citizens and the State through eProstredie brings many benefits to society of the 21st century. In this context, it is important to take into account and to ensure the quality of staff, which not only controls the whole issue but also executes it. The daily contact of human resources in the system of public administration with clients must provided and carried out professionally and efficiently. They must also speak pro-client and receive new challenges that brings them not only change of the system but also the individuality of clients.

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