

Options of innovation of the public sphere paradigm

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Abstract. Every scheme of organization comes from some kind of fundamentals. From delimited barriers given for its function. Public sphere is a space in which the civil interests are executed according to the given rules. There are great differences in the mechanism of creating and defining goals and function of the organization scheme. These demands are defined in the basic function of the sphere and they are afterwards transmitted into the whole system through the management. High quality management is doubtlessly essential. The function of management isn't only to create a working organization, but an organization which works according to its fundamental principles. The aim of the text is to point out the key factors which define or should define the work of public administration and provide the space for its development.

Keywords: public sphere, ethics, paradigm, principle

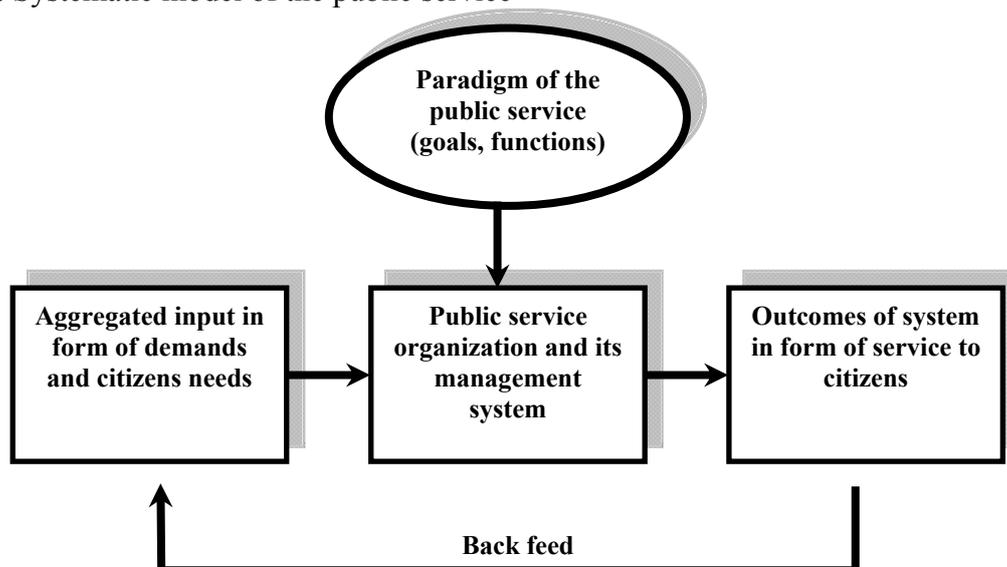
1. Introduction

Fundamentals of public administration and its principles come from the political aggregation of demands. Figuratively the owners of public administration are the citizens who define their demands through the political representation. These demands are consequently transmitted into the work of public administration.

2. Public administration principles

When searching for the mechanisms of public sphere work it's necessary to begin from its fundamentals. The fundamentals of public administration work can be found in the basic social relationship which exists between the two essential entities of modern governmental structure. These exist in the form of institutions of public sphere and citizens and their relationship is created by public interest.

Scheme 1: Systematic model of the public service



Source: [own source]

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Public interest is a basic postulate of public sphere existence, it defines the principles and offers the values on which it should be built. It's an expression of mutual relationship and transmission of rights according to which can the institutions realize the public interest, draw the resources and enforce it.

It's a symmetric relationship where the independent citizens renounced part of their rights and instruments and transmitted them to the institutions. These institutions realize the interest which was defined under the given rules. Simultaneously there exists a polarity which balances this relationship.

If we explore the matter of defining the term "public interest" we find that it is really broad. There are many points of view and ways of exploring this phenomenon. Since there is no precise and generally accepted definition of the term, in the specialized literature, and not only there, we meet great fluctuation in understanding of what the public interest is.³ I agree with the Stephen's opinion that the term "public interest" is quite politicized. It's defined very loosely even in the legal standards. These should grant the basic rights to all people, protect the minorities etc. Not only government, but also the actual state of the society determines the preferences and therefore the form of public interest. The things considered to be generally beneficial during the period of economic boom can be greatly different from the way of understanding this term during the economic decay. This is also a reason for which it is difficult to define the term "public interest". If we use only its general meaning, we get to the situation where almost anything can be defined as the public interest.

The public interest should be something impersonal, but also individual interest, even though every individual can't understand the advantage. Therefore it isn't only a matter of unification of all individual interests, but also of collective good.

Public interest is that kind of interest that has supra-individual character. It's bearer is the social subject (public sector institution), which through the public interest focuses its activity. The basic factors of motivation are socially accepted purposes and demands and the individuals participate on the activity because they share common integrating values. [4]

3. Contemporary paradigm of public sphere

Fundamentals of public administration come from a logical principle, public interest. We should find it in the paradigm of public administration. The paradigm is some kind of guidance, instrument of how to understand details of the given feature. It's a summary of basic ideas or assumptions which offer specific point of view.

According to the traditional paradigm the institutions of public administration make concrete arrangements to achieve common purposes provided by the political power (legislative and executive). Government for this purpose founds administration bodies which are specialized in concrete area and thanks to its specialization they can enforce these aims in the society (e.g. by releasing the administration acts).

The purpose of the public administration can be seen especially in common aims of improving the quality of life of the citizens through granting high-quality public services. Concrete aims and function of organizations are in the public sphere defined by the public interest which is aggregated and transmitted into the system especially through the political agents. One of the main means is legislative and secondary legislation which define the scope of public sphere. Wright and Nemec introduce three main areas characteristic for the management of public sphere. Public organizations act according to politically defined demands, they work in different legal environment and there is a lack of profit motive activity focused on performance measurement. [2]

A change in the concept of modern management of public sector has become clearly evident in the model of New public management (NPM). The aim was to offer an alternative possibility of management focused on the efficiency, conception of the citizen as a customer and therefore resulting orientation of the public service as a product with the manager responsible for the results. These processes are close to the market behavior with the strong elements of competition. That is a function of employed methods like delegation of powers, budgeting, management of human resources, controlling, benchmarking etc.

³ Compare e.g. Rektorik 2005, pgs. 14-17 or Stephen 2004, pgs. 24-27.

Limitation of this management model is especially the over orientation to the market ways of competition, preferring an individual to collective, economical tasks or methods used for performance measurement.

Solution to some of the imperfections of New public management was the concept of Good Governance which isn't so closely orientated to the economic efficiency. Client is not considered to be a consumer, but more a citizen. Principle of the governance paradigm reform was a need to react more to the question of human rights, transparency and responsibility. Generally this paradigm is defined as a group of requirements which lead to such conditions of modern public service functioning, which come out from the Charter of Fundamental Rights and Freedoms. In the Council of Europe documents, concretely in the Code of Good Governance the are defined eight rules, which should be fulfilled by public sector. There are these principles: legitimacy, co-equality, impartialness, proportionality, legal certainty, acting in appropriate time period, participation and finally respect for privacy.

There was a great advance through the adding democratic character to the performance orientation management of public administration. Efficient provision of public services based on continuing economic and social development is a good way of public administration. Consolidation of control mechanisms, restructuralization of the organization of public administration and higher participation of citizens represent positive step forward.

4. Innovation of the paradigm to ethics

The development of contemporary paradigms of public administration management appeared in two waves based on the organizational reconstruction, taking into account the efficiency of activity, consolidation of citizen rights and responsibility. This should be followed up with the next step of progress in the form of application of the ethics. Ethical governance framework of public affairs should represent another step of progress of public management. Steps like involving citizens into making decisions, better transparency, just and impartial negotiations, meeting the legislation etc. represent supportive processes from the ethics point of view. In public administration there is a space for maximal applying of ethics concerning mainly making decisions. Leading role represents management of the office which even in the public sphere applies common formulae of management algorithm. Difference appears from the point of view of the owner of the organization. Public sphere doesn't follow demands of private owner but the public interest, which is defined differently. Here ethics represent possible aspect of performance efficiency.

Public administration is not an isolated system. It's closely bound to its environment without which it could not exist. Therefore manager in his work has to take into account also his environment and he has to administer the organization coherently to it. This means a demand especially for responsible management focused on the quality management, development of ethical attitude, generally application of the system of management ethics that will be a basic method of application of ethical concept of governance.

Output of the public administration represents especially application of authoritative decision making about rights and duties of individuals. It's an authoritative way of management. Even though it isn't an only way of public administration output, it's its substantial part. That is why an element of ethics is important in the management, as a common principle of action and function of administration.

Innovation in the form of application of ethics into the governance paradigm will affect even the final client. If we start from Tidde's innovation scale then for the innovation of products offered to the citizens, through the processes of distribution and position of establishment, there exists a lot of instruments which are overdrawn from the private sector. [6] Fundamental is the given paradigm, a concept determining the direction of public administration. This paradigm represents a coherent position to crucial functions and purposes of public administration, which it should fulfil.

Practical applications of ethics to management undeniably influence forms and methods of management of phenomena which create structure of public organizations.

5. Conclusion

As it was proved that NPM is not an ideal conception of public administration, it currently appears a very similar development concerning Good Governance. The society suffers from the lack of ethical environment.

Current ideas of public administration management don't grant adequate instruments for application of ethics into the governance system. As it was proved, used methods focus on different purposes and values. This is partially caused by the defined function of public sector. There is an evident space for innovation based on changes in the underlying mental models. If the paradigm is modified, it's also possible to appropriately profit from the introduced methods. Current experience creates a field for later application of ethics.

The importance of ethics in the public administration output comes from the very fundamentals of this sphere of national economics. It occurs a power dominance of public power bearers and its subjects. Individual participants are not equal. This legal disproportion in enforcement of specific legislatively demanded behaviour to the citizens is a very delicate area. Public administration body has not only power advantage but also an advantage of better knowledge of law, application of duties etc. Citizen is not only a subject of the state power, but we can also assume that there is a disadvantage in the amount of gained information.

There should be defined a common postulate which would determine a direction which public sphere should follow and how it should work. Fundamental for this new concept should be the ethics.

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