NEW PUBLIC GOVERNANCE IN THE CZECH REPUBLIC, ROMANIA AND SLOVAKIA

by

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A dissertation submitted to the Faculty of the University of Delaware in partial fulfillment of the requirements for the degree of Doctor of Philosophy in Urban Affairs & Public Policy

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ROMANIA AND SLOVAKIA

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GLOSSARY OF TERMS

Acquis communautaire: accumulated body of European Union laws and obligation, from 1958 to the present day. It includes all EU treaties, laws, declarations, resolutions, international agreements, and the judgments of the Court of Justice (Oxford Public International Law);

Administrative governance: type of governance that considers the role of the administration as a facilitator of public service delivery (Osborne, 2010, p. 7);

Consumer coproduction: results from the inseparability of production and consumption during the service encounter and focuses upon the engagement of the consumer at the operational stage of the service production process to balance their expectations and experience of the service. The aim is *user empowerment* (Osborne & Strokosch, 2013, p. 13);

Contract governance: type of governance that evaluates the contractual relationships between actors (Osborne, 2010, p. 7);

Coproduction: captures a variety of wide activities that can occur in any phase of the public service cycle and in which state actors and lay actors work together to produce benefits (Nabatchi et al., 2017);

Governance: comprises the complex mechanisms, processes, and institutions, through which citizens and groups articulate their interests, mediate their differences, and exercise their legal rights and obligations (UN, 2012); the relationships that evolve between governmental and non-governmental actors that perform within a nation-state arena with the purpose of spurring collective action and serving the public interest (own definition);

Good governance: consists of a public service that is efficient, a judicial system that is reliable, and an administration that is accountable to the public. The World Bank presents four elements of good governance- public sector management emphasizing the need for effective financial and human resource management through improved budgeting, accounting, and reporting, and rooting out inefficiency particularly in public enterprises; accountability in public services, including effective accounting,

auditing, and decentralization, and generally making public officials responsible for their actions and responsive to consumers; a predictable legal framework with rules known in advance; a reliable and independent judiciary and law enforcement mechanisms; availability of information and transparency in order to enhance policy analysis, promote public debate and reduce the risks of corruption (The World Bank, 1989, 1992);

Enhanced coproduction: results from combining the previous operational and strategic modes of coproduction to change the paradigm of service delivery. The aim is *user-led innovation*- between users and services providers- of new form of public service (Osborne & Strokosch, 2013, p. 13);

Legal culture: stable patters of legally oriented social behaviors and attitudes about the role and rule of law within given societies (Nelken, 2004);

New Public Management: an approach in public administration that employs knowledge and experiences acquired in business, management, and other disciplines to improve efficiency, effectiveness, and general performance of public services in modern bureaucracies (Vigoda, 2003);

New Public Governance: refers to a defensive', anti-democratic, centralizing, homogenizing and hierarchical former regime ruled by elites toward a more 'open', communitarian, non-centralizing, pluralistic, and distributed governance regime (Osborne, 2010, p. 110);

Neo-Weberian State: an approach in public administration that is based on the reaffirmation of the state as the main facilitator of service delivery, and of representative bureaucracy, and administrative law, in creating a professional culture of quality and service, for better serving citizens' needs (Pollitt & Bouckaert, 2004);

Network governance: type of governance that focuses on the inter-organizational networks functioning (Osborne, 2010, p. 7);

Participative coproduction: results from the intention to improve the quality of public services through participative mechanisms at the strategic planning and design stage of the service production process, such as user consultation, and participatory planning mechanisms. The aim is *user participation* (Osborne & Strokosch, 2013, p. 13);

Political culture: set of attitudes, beliefs, and sentiments that give order, and meaning to a political process and which provide the undelrying assumptions and rules that govern behavior in the political system (Pye & Verba, 1965, pp. 512-560);

Public service dominant perspective: a service delivery logic that places activities driven by specialized knowledge and skills at the center of exchange processes, through strategic orientation, marketing of public services, coproduction, and operations management (Osborne, 2013);

Public value scorecard: a framework that translates an abstract idea of public value creation into a concrete set of performance measures that can both monitor value creation in the past and guide managerial action necessary to sustain and create greater value in the future (Moore, 2013, p. 110);

Public policy governance: type of governance that relies on the interaction of actors in the public policy process (Osborne, 2010, p. 6);

Rechstaat administrative tradition: a constitutional state in which the exercise of governmental power is constrained by law, and is often tied to the Anglo-American concept of the rule of law, in which the power of the state is limited in order to protect citizens from the arbitrary exercise of authority (Painter & Peters, 2010);

Socio-political governance: type of governance that focuses on the relationships between state and civil society (Osborne, 2010, p. 6);

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ABSTRACT

The development of this study is motivated by the need to extend the literature and research on New Public Governance in Central and Eastern Europe, by adapting new governance models to the contemporary reality of public service delivery in traditional authoritarian and legal governance cultures. Through a comparative international perspective, the study explores the factors that enhance coproduction at local level in the Czech Republic, Romania, and Slovakia, with a focus on organizational attitudes towards coproduction and citizen participation, the actors and tools involved, and the extent to which public value was created. The study employs a mixed-methods design, based on qualitative methods, such as expert interview analysis and process tracing, and on quantitative methods, through several ordinal logistic regression models. The study introduces a conceptual analytical framework intended to guide the analysis and the research questions. The main concepts analyzed are political culture, coproduction, and the creation of public value. The dissertation provides an analysis of governance, economic, and information and technology indicators, for a better framing of the trends and factors that contribute to the transition towards governance. Finally, the paper presents recommendations for improving governance practices and calls for considering the specifics of the local context when adopting best practices.

Chapter 1

RESEARCH QUESTIONS AND SIGNIFICANCE

1.1 Introduction

The rise of the New Public Governance paradigm promotes values that are oriented towards democracy and efficiency (Osborne, 2010). Given the complexities that governments deal with, New Public Governance is a mean to cope with them. Governments in the twenty-first century require problem-solving capacity that can no longer be provided by just one entity (Rittel and Webber, 1976). As Pollitt and Bouckaert (2004), and Bouckaert, Peters, and Verhoest (2010) point out, greater coordination and collaboration is required. This means that the participation of civil society and other actors becomes the norm, and sets the grounds for shifting the view from management to governance (Osborne, 2010). Traditional public administration theory that originated in the nineteenth century, was deemed to satisfy society's needs (Runya, Qigui, & Wei, 2015). Dwight Waldo, however, predicted its replacement with a more flexible and democratic organization. The next movement, New Public Management, "asserted the superiority of private-sector managerial techniques over those of public administration" (Osborne, 2006, p. 379). New Public Management criticisms include community values that are conflicting, the ambiguous understanding of what public interest is, the lack of public trust, and problems with accountability

and legitimacy (Morgan & Cook, 2014). All these concerns led to the emergence of New Public Governance, or the "shadow of the future" (Osborne, 2006, p. 381). New Public Governance is not intended to replace former models, since elements from previous regimes will continue to co-exist. However, New Public Governance addresses not only internal management processes, but also the relationships between organizations and the political and administrative context in which they function.

Contrasting the two paradigms, New Public Governance derives from organizational sociology and network theory (Osborne, 2010). The model posits "both a plural state, where multiple inter-dependent actors contribute to the delivery of public services, and a pluralist state, where multiple processes inform the policymaking system" (Osborne, 2006, p. 384). The value base is neo-corporatist, while the predominant government mechanism is trust and relational contracts. New Public Governance puts much greater emphasis on citizen participation and third sector services provision than previous models (Osborne, 2010). Coproduction is employed in the context of multi-purpose and multi-stakeholder networks (Pestoff, 2011). Moreover, Pestoff (2011) reveals that it takes place in a political context, coordinated by the structure of political institutions. The next chapter includes a discussion on coproduction and New Public Governance features.

1.2 Research Questions

The goal of this research study is to investigate *how are the New Public Governance characteristics found in the governance systems and administrative structures of Romania, Czech Republic, and Slovakia, since the countries became part of the European Union,*[1] *informing of democratic public service delivery?*

To contribute to the governance dialogue, this study addresses the difference between New Public Governance as a framework and as a set of practices, the former being employed for the current research and theoretical discussion. New Public Governance as a framework includes five fundamental dimensions: socio-political governance, public policy governance, administrative governance, contract governance, and network governance (Osborne, 2010). However, when considering New Public Governance as a set of practices, one can explore systemic, organizational or social behaviors, institutional dynamics, resource coordination, political support, or strategic policy formulation and implementation (Potůček, 2004; Papatas, Raipa and Smalskys, 2014).

Given that New Public Governance is an umbrella concept, the following additional questions were chosen to support the exploration of the New Public Governance framework for this study (see Figure 2, section 3.3):

---

[1] The Czech Republic and Slovakia entered the European Union in 2004; Romania joined in 2007.

1. How is the type of political culture informing of democratic public service delivery? (political culture question)

Almond & Verba (1963) define three types of political culture: 1. **parochial**, in which citizens are mostly uninformed and unaware of their government and take little interest in the political process; 2. **subject**, in which citizens relate to the political life in a rather passive way; 3. **participant** political culture, according to which citizens are informed and actively participate in the political process (Almond & Verba, 1963). According to Morgan & Cook (2014), core political values are derived from the countries' constitutions, legal frameworks, history, and culture. They guide political discourse, deliberation, and determine governance practices (Morgan & Cook, 2014). Understanding the role that political culture plays in shaping New Public Governance practices (in terms of public service delivery) is necessary in reflecting whether the values articulated within the paradigm reflect the contemporary reality. Weber (1996) mentioned that any system of governance inevitably reflects its environment. The political culture research question seeks to define what type(s) of political culture (as defined by Almond & Verba) fits the political environment in each country.

2. How is public service delivery employed in the three countries? (coproduction question)

The coproduction research question explores how public service delivery takes place within governance systems at local level in each country. Coproduction is at the core of New Public Governance (Osborne, 2010). It is considered an unavoidable part of the service system (Osborne, Radnor & Nasi, 2013). Coproduction assumes that the

user of a service is also a co-producer of that service (Osborne et al., 2013). This research question includes the identification of the dominant type of coproduction, of the factors that influence coproduction, and of the outcomes of coproduction at local level in each public service delivery system.

3. How is value creation and co-creation approached by the countries' public sectors? (values question)

Creation and co-creation of public value are the ultimate goals of New Public Governance (Osborne, 2010). The values research question explores the relationship between coproduction and the creation of public value. It is assumed that types of coproduction can influence the creation of public value, more specifically its outcomes (social innovation and trust building). Besides social innovation and trust building, the study aims to identify other values that are emphasized by coproduction processes. This research question explores what are the public values that dominate public service delivery in each country, and what is the relationship between coproduction and the creation of public values in each context.

These research questions are grounded in three main concepts that compose an analytical framework designed for the study of New Public Governance (Figure 2, section 3.3). The analytical framework is derived from New Public Governance theory (Osborne, 2010; Osborne et al. 2013, Raipa, 2011; Bao, Wang, Larsen & Morgan, 2013), political culture theory (Almond, 1956; Chilton, 1988; Almond & Verba, 1963; Lindberg, 2007), and coproduction (Pestoff, 2011; Bovaird, 2007, Osborne & Strokosch, 2013; Voorberg, Bekkers & Tummers, 2015). It is intended to help the

exploration of New Public Governance in terms of context (political culture), processes (coproduction), and outcomes (creation and co-creation of public value). New Public Governance is considered to incorporate five types of governance: socio-political, administrative, public policy, contract, and network governance (Osborne, 2010). All these types of governance are incorporated within the public service delivery system which is composed out of the relationships between governmental and non-governmental actors.

1.3 Rationale For the Research

1.3.1 Country case selection

The Revolution of 1989 meant for Romania, Czech Republic, and Slovakia the starting point for creating the proper institutional conditions that could guarantee the exercise of democratic principles through a strong civil society (Gruenwald, 2007, p. 51). These countries' experience with democracy began when Communist parties were completely (or partially) removed from power and democratic elections took place. During the previous authoritarian and totalitarian political regimes, the Communist elite did not allow any reform of the existing political system. Since there were no reformers inside the party, liberalization and democratization could not be initiated. The first free elections were therefore more a 'revolution' against communists rather than a referendum for democracy: The Civic Forum in the Czech Republic, The Public against Violence in the Slovak Republic, and The National Salvation Front in

Romania that won the elections ran reforms for removing communists from power (Olson, 1997). Creating the proper conditions for implementing democratic principles was a process that took a long time. Moreover, the official rhetoric of communism was not denying democratic values, but the official propaganda was not reflected in the party's decisions. This led to "an ambiguous- almost schizophrenic mix of democratic and authoritarian values" (Dalton, 1994, p. 474). Citizens were therefore part of a dual political culture: they publicly endorsed communist values, but privately rejected them (Dalton, 1994). This condition, lowered citizens' trust in government and spread the assumption that citizen participation would not have an impact on governmental decisions. Having this context stated, implementing participatory constructs such as New Public Governance and coproduction require understanding the political culture of each country.

Following this line of argument, the country case selection follows a most similar case method (Seawright & Gerring, 2008). According to Seawright and Gerring (2008), case selection procedures include the analysis of "typical, diverse, extreme, deviant, influential, most similar, and most different cases" (p. 294). The most similar case method is the most common approach to small-N research problems (Seawright & Gerring, 2009). It examines a handful of cases that are as similar as possible (in this case in terms of political culture), except for the outcome of interest (in this case, New Public Governance characteristics). This method assumes that it would make it easier to find those independent variables which explain the presence/ absence of the dependent variable (Seawright & Gerring, 2013). This method begins

with similar variables between countries, and tries to figure out why the outcome is different between the cases (Seawright & Gerring, 2013). Overall, the use of most similar cases "that are broadly representative of the population will provide the strongest basis for generalization" (Seawright & Gerring, 2013, p. 298).

Romania, Czech Republic, and Slovakia represent most similar country cases which reveal various New Public Governance outcomes, in terms of public service delivery. These outcomes are categorized across the present study and in relation to the conceptual framework. The character of research is exploratory, having the New Public Governance analytical framework (Figure 2) serve as a guide to consider the influence of political culture on public service delivery systems and value creation.

Studying the factors that influence the evolution of New Public Governance as a framework together with assessing the relationships between coproduction and creation and co-creation of value in Romania, Czech Republic and Slovakia is of value for the literature on democracy, governance, and coproduction. This may inform other countries with a legal governance culture and Rechstaat administrative tradition in considering the challenges of adhering to participative governance processes. Furthermore, the practices represent innovative initiatives for public service delivery and may serve as examples for other Central and Eastern European contexts.

1.3.2 Topic selection

The selection of this topic is justified by the need to create more democratic and bottom-up processes that can be adapted to solve the complex contemporary problems both at community and at national level. When adopting a public service-dominant perspective, citizens' role becomes central to this orientation (Osborne, Radnor & Nasi, 2013). Citizen participation therefore becomes the link between citizens and government. Their involvement guarantees the legitimacy of governmental action, equity and justice in communities, and an orientation towards serving the public interest (Osborne et al., 2013). At the same time, coproduction becomes the main mechanism through which efficiency and effectiveness in public service delivery is guaranteed (Osborne et al., 2013).

The model is not intended to replace old paradigms, especially given the strong administrative and hierarchical governance that still dominates governance processes in each of the three countries. It should complement them and shift the vision of the public sector towards a value-oriented, accountable, and sustainable government (Osborne, 2010). This orientation would help keep up with the existing changes both within the society and within the environments in which public sector organizational systems operate.

As previously mentioned, to answer the research questions, quantitative and qualitative research methods will be employed. The analysis will focus on core theoretical perspectives upon New Public Governance and the justification of the three

additional questions grounded in theory. Research will be oriented towards assessing inter-organizational relationships. The interaction between civil society and government in determining the outcomes of governance is central to evaluating governmental action. The political development and administrative tradition of each country are assessed for framing the context of governance in each country. This will also inform the value creation and co-creation as the main outcome of New Public Governance.

All in all, the study is oriented towards a public service-dominant perspective. According to Osborne, Radnor, and Nasi (2013), the reality of public service delivery calls for a focus on inter-organizational processes. The management theory that has been developed so far is seen to ignore the "governance of inter-organizational (and cross-sectorial) relationships and the efficacy of public service delivery systems" (Osborne et al., 2013). Relying only on administrative processes and intra-organizational management is no longer sufficient to effective service delivery, according to the New Public Governance paradigm. The contemporary public service provision has an inter-organizational, process-oriented, systemic, and interactive character (Osborne et al., 2013). Furthermore, another flaw of New Public Management is viewing public services as 'goods', rather than actual services:

> "As will be argued below, social work, health care, education, economic and business support services, community development and regeneration, for example, are all services rather than concrete products, in that they are intangible, process-driven and based upon a promise of what would be delivered" (Osborne et al., 2013, p. 136).

Another key element of a public service-dominant logic is the role of the user in the chain of public service delivery. According to management theories, users are only consumers of the public service (Osborne et al., 2013). However, New Public Governance considers the user also a co-producer of a service. It is important to consider that the complex reality of public service delivery systems includes not only public service organizations (PSOs), but also "policy-makers, users, citizens, and indeed a range of service delivery elements and stakeholders" (Osborne, Radnor, Kinder & Vidal, 2015, p. 2). Local communities, for-profit, third-sector organizations, hard and soft technologies are also part of public service delivery systems (Osborne et al., 2015). All these elements are tied through long-term relationships that require collaboration instead on competition, and have at the core the trust-building element (Osborne et al., 2015). Having this rationale defined, the study aims to create a new vision for the public sector. It is a vision that captures a different angle for a democratization effort for Central and Eastern European countries.

1.4 Significance of Research Question

Ostrom (1973) suggests that the comprehensive, functionally uniform, hierarchical organizations governed by strong leaders who are democratically responsible and staffed by neutrally competent civil servants are long gone. Organizational societies have slowly but surely 'replaced' traditional public administration, by delivering public services through cross-sectorial organizational

programs (Ostrom, 1973). This complex and devolved mode of service delivery has created some confusion with respect to the unit of analysis of policy implementation. There is a great need to inform implementation scholarship. In his review of the literature on multi-organization policy implementation, O'Toole (1986) concludes that the field is complex but without much convergence. He states that normative disagreements and the state of the field's empirical theory are two of the reasons for the lack of development of an integrated framework for governance. Osborne (2010) clarifies once again that the New Public Governance regime is not intended to be either a normative or a policy alternative to the traditional public administration or New Public Management. There is no best way to manage policy implementation and public service delivery (Osborne, 2010). New Public Governance is offered as "a conceptual model that can help us understand and evaluate the reality of public policy implementation and public services delivery in the twenty-first century and clarify what the core challenges are for public service managers within this brave new world" (Osborne, 2010, pp. 413-414).

Therefore, the aim of this research study is to contribute to both the United States and the European scholarship for New Public Governance, public service delivery, coproduction, value creation and co-creation, and inter-organizational relations, by revealing actual governance practices, core values that drive public service delivery, and the actual public service delivery practices in three Central and Eastern European Countries. New Public Governance represents the type of 'lens'

which is used to better identify the dimensions and evaluate the challenges and best practices that these governing systems incorporate.

The following table (Table 1) presents an exploratory model of interaction of public policy implementation and public services regime and managerial practice:

Table 1. An Exploratory Model of the Interaction of Public Policy Implementation and Public Services Delivery Regimes and Managerial Practice

Policy and service regime	**Policy**	**Organization**	**Environment**
Public Administration	Street-level bureaucracy	Professional practice	Political management
New Public Management	"Costs of bureaucracy"	Organizational performance	Competitive market behavior
New Public Governance	Stakeholder management	Boundary spanning and boundary maintenance	Sustainable public policy and services

Source. Osborne, S. P. (2010). The New Public Governance? Emerging Perspectives on the Theory and Practice of Public Governance. Routledge: London and New York, p. 414.

Table 1 reveals the focus of New Public Governance in comparison to former models of public administration and management. New Public Governance requires by its very nature a broader engagement of the organizational environment or context. Greater attention is given to issues of sustainability in the context of public policy, public service organization, public services, but also in terms of the impacts of these elements upon "broader issues of societal and environmental sustainability" (Osborne, 2010, p. 413).

The current debate in the United States calls for giving attention to the institutions of civil society and their goals (Morgan & Cook, 2014). Skocpol and

Fiorina's (2003) study on the history of civic engagement in the Unites States reveals a degree of confusion regarding the initiatory role of the government in creating a civil infrastructure based on trust and mutual interdependence. Through a comprehensive analysis, processes of social construction in Central and Eastern Europe can inform this aspect of civic engagement in the United States. This research study will help not only in framing a conceptual framework, but also in presenting best practices that are justified by certain contextual dimensions such as political regime, managerial style, and the extent to which governments act as facilitators in the governance process.

1.4.1 Societal significance

According to UN (2012), governance is the way in which a society makes and implements decisions through achieving mutual understanding, agreement, and action.

> "Governance comprises the complex mechanisms, processes, and institutions, through which citizens and groups articulate their interests, mediate their differences, and exercise their legal rights and obligations" (UN, 2012, p. 3).

This definition points out the social, political, and economic dimensions of governance. In a world where civil society's role is continuously increasing, the role of the state is constantly being reshaped, global corporations and mega-cities become more and more powerful, and certain challenges with respect to the equal provision of public services arise. Moreover, protecting human rights, and the environmental movement require a re-thinking of the role of the state and of the civil society. The rapid changing environments call for a different mode of governance based on well-

defined democratic values. With respect to Central and Eastern European countries, the former political regimes embedded a mentality that oftentimes is in contradiction with principles of good governance. Corruption level, government efficiency, respect for the rule of law, and degree of violence in a country are just few of the indicators that define governance practices. Shifting the view of administration towards New Public Governance has a major impact, and can encourage political leaders and public managers to understand the necessity of coproduction, social innovation, and creation of public value.

1.4.2 Scholarly significance

The present body of literature on New Public Governance is comprised out of individual partial approaches of certain New Public Governance dimensions. Dealing with an 'umbrella' concept offers both a high degree of flexibility and a certain confusion with respect to what New Public Governance incorporates. This study contributes to the existing literature through the choice of the three additional research questions (political culture, coproduction, and values) in support of identifying New Public Governance practices. It is of crucial importance to consider these questions when identifying governance practices, values, and principles, and understanding the goals of certain administrative reforms. Given that the focus of the European literature in Central and Eastern European countries has been public management reforms, little contribution exists when referring to New Public Governance. The scholarly

significance of this study stands in collecting all New Public Governance 'pieces' from all three Central and Eastern European countries, and unifying them under the New Public Governance umbrella through a coherent, logical, and practical conceptual and analytical framework defined though the 'lens' of the three questions presented in the statement of research.

1.5 Chapter Outline

Chapter 1. Research questions and significance

This chapter introduces the New Public Governance topic, together with the main research questions of the study. The scholarly, personal, and societal significance are presented, together with the rationale and significance of the research questions.

Chapter 2. Literature review and analysis

It introduces theoretical governance perspectives and the main governance and public administration models that dominate the literature on public administration and management: New Public Management, the Neo-Weberian State, and New Public Governance. It also identifies the main gaps in the literature, specifically for Central and Eastern European countries.

Chapter 3. Conceptual framework

The chapter includes the conceptual framework, and brings more clarification to the main elements of New Public Governance. This framework's elements are political

culture, the actors involved in governance, coproduction, and outcomes (the creation of public value).

Chapter 4. Methodology and data analysis

The methodology presents the qualitative and quantitative approaches to the research study. It explains the methods used for data collection, data analysis, and interpretation, together with sampling techniques.

Chapter 5. New Public Governance in the Czech Republic

5.1 Coproduction

5.2 Creation and co-creation of public value

5.3 Political culture

This chapter presents the findings of the study for the Czech Republic. It begins with the quantitative analysis of the online survey, being followed by the clarifications expressed using qualitative data. The evolution of public administration reform and political culture characteristics since the country is part of the European Union are traced as a means of explaining the sequential study design.

Chapter 6. New Public Governance in Romania

6.1 Coproduction

6.2 Creation and co-creation of public value

6.3 Political culture

As part of this chapter, the findings for Romania are incorporated. Starting with the findings on coproduction and creation and co-creation of value, the chapter then continues with the interview analysis and content analysis of documents.

Chapter 7. New Public Governance in Slovakia

7.1 Coproduction

7.2 Creation and co-creation of public value

7.3 Political culture

This chapter follows the same structure as the previous two. Through the explanatory study design, it begins with the quantitative interpretation of the online survey. Then the chapter introduces the qualitative interpretation of interviews, and follows up with the content analysis of documents.

Chapter 8: Comparative analysis of findings in the Czech Republic, Romania, and Slovakia

Chapter 8 represents a comparative analysis of New Public Governance practices in all three countries. It incorporates the findings of the research study and summarizes the main relationships that are revealed between the concepts that were used.

Chapter 9. Conclusions and recommendations for future study

The last chapter of the dissertation introduces the conclusions of the study for all three Central and Eastern European countries. It provides as well, a space for discussions and recommendations for future study. The chapter also includes a discussion upon the limitations of the dissertation and ways in which they can further be addressed.

Chapter 2

LITERATURE REVIEW AND ANALYSIS

To fully understand the importance and relevance of New Public Governance theory and practice in Central and Eastern European countries, it is required to understand what governance means, why New Public Governance emerged and what are its foundations, what were the previous models of reform, and what impacts they have on governance processes in these countries. This chapter will address these questions.

2.1 Governance Perspectives

According to Pollitt & Hupe (2011), the term governance can be referred to as a magic concept because it poses great normative attractiveness and broadness, and it is subject to change over time. This section aims to consider governance perspectives as understood by various scholars in the last few years, and to adapt the character of this concept to the present study. Its meanings evolved from the World Bank's (1992) well-known and criticized definition that links governance to the exercise of political power, to a focus on its normative dimension and an emphasis on specific principles such as transparency, respect for human rights, democracy, rule of law, or accountability (Wilson, 2000). Interestingly, Rhodes (2000) provides seven different

"definitions" of governance (p. 55). He states that governance is: a) corporate governance; b) good governance (systemic, political, and administrative); c) New Public Management, through using the logic that public management requires steering and steering means governance; d) new political economy which emphasizes the relationship between government, civil society, and the market; e) international interdependence; f) socio-cybernetic system, with the goal of enabling socio-political interactions; f) networks, that represent the analytical center of governance in the study of public administration. While most of these definitions overlap, the multi-dimensional and multi-layered character of governance is evident. Erik-Hans Klijn's (2008) assessment of the European literature concludes that the term 'governance' identifies a departure from traditional emphasis on the internal functioning of government towards governance networks. In other words, a government that engages in relationships with other actors for the delivery of governmental services.

Moving further, Pierre (2000) distinguishes between state-centric old governance and society-centric new governance. This raises debates on which model is predominant and whether the state is really losing its leading role. Stoker (1998) adds more weight to this debate and clarifies that the government is concerned with the formal and institutional processes that are aimed to maintain public order and encourage collective action. At the same time, Stoker (1998) mentions that governance "is about a reinvented form of government which is better managed" (p. 18). Therefore, the difference between the two concepts is a matter of process. However, he structures his views around five propositions that capture the wide range of actors

and interactions between them. The five propositions are the following: "1. Governance refers to a set of institutions and actors that are drawn from and also beyond government, 2. Governance identifies the blurring of boundaries and responsibilities for tackling social and economic issues, 3. Governance identifies the power dependence involved in the relationships between institutions involved in collective action, 4. Governance is about autonomous self-governing networks of actors, 5. Governance recognizes the capacity to get things done which does not rest on the power of the government to command or use its authority. It sees government as able to use new tools and techniques to steer and guide" (Stoker, 1998, p. 18). The propositions are inter-related and they capture most of the dilemmas revolving around the concept. Furthermore, in his literature review, Stoker (1998) notices that there is general agreement on the blurring of boundaries of governance.

The concern for creating the conditions between ordered rule and collective action is translated by Wilson (2000) in his own definition of governance, which reveals the interaction between civil society and government. He further expands on this, stating that the interaction can be formal (legal and institutional processes) and informal (political culture, media, political parties, open government, means for enhancing dialogue) (Wilson, 2000). This means that governance is about the relationship between governmental and non-governmental actors in the governing process. The two elements that most definitions have in common are the processes that define various levels of interaction, and the actors that are involved in the act of governing. However, there is one element that is not taken into consideration in any of

them. Assuming that governance takes place within some national boundaries, for this study, the country context will be employed as the third element of governance. It can be viewed as the governance arena, which through a critical theory perspective provides insights on political, legal, and cultural evolutions of the three Central and Eastern European countries.

Therefore, governance is defined as the relationships that evolve between governmental and non-governmental actors that perform within a nation-state arena with the purpose of spurring collective action and serving the public interest. This definition stresses the 'timeless' and evolving character of governance, and the need to define its main elements within a given context: who governs (who are the state and non-state actors), with what purpose, and through what mechanisms. This understanding of governance is expanded through the conceptual framework that is developed in Chapter 3.

2.2 New Public Management

New Public Management is the dominant discourse in the late 1970s to late 1990s. Its emphasis was on adapting business techniques that would have increased public sector efficiency (Pollitt & Bouckaert, 2011). The term is intended to cover a wide range of reforms in multiple countries. It is concerned with providing services by a "more responsive and accountable government by applying businesslike management techniques and having a strong focus on competition, customer

satisfaction, and measurement of performance" (Morgan & Cook, 2014, p. 4). The New Public Management agenda is being problematic with respect to a specific accountability model concerned with conflicting community values, and the governments' approach to serving the public interest (Morgan & Cook, 2014). Since New Public Management sees no difference between the public and the private interest, oftentimes the conditions of a democratic state are confused with liability. According to Morgan & Cook (2014), democratic values are more important than low costs and speed. Moreover, New Public Management fails to treat performance as an important part of a larger set of governance issues that were vital to build public trust and legitimacy in governing institutions and their leaders (Morgan & Cook, 2014).

It is well known that in the United States, the development of the New Public Governance paradigm came as an answer to the New Public Management shortcomings (Osborne, 2010). However, the public administration and management reform in Central and Eastern European countries is of secondary importance (Randma-Liiv, 2008). Some scholars argue that there has only been a transition with no comprehensive strategy or action plan (Agh, 2003). Since 1990, these public sectors have mostly been oriented towards building the public sector, and not restructuring or downsizing public institutions. This transition included some New Public Management-style reforms, but the movement did not dominate Central and Eastern European public sectors.

2.3 The Neo-Weberian State

The European literature presents a similar movement called the Neo-Weberian State that was developed in the context of the above concerns from the United States. The first critique of the European literature about New Public Management is that the movement does not "provide for a strong state that can manage the many internal and external challenges facing newly independent states, including civil servants plagued by domestic ethnic strife, hyper-pluralistic political party systems, weak systems of economic, health, and environmental regulation, and national economies that are often virtually powerless in the face of external penetration and control by the IMF and the World Bank" (Dunn & Miller, 2007, p. 350). New Public Management brought coordination problems and issues of responsiveness- it was hard to keep agencies accountable to various ministries while having a sense of a unified public service strongly diminished. Furthermore, New Public Management is considered to have failed when it comes to increasing efficient and effective public organizations in Central and Eastern European countries (Dunn & Miller, 2007). While Osborne & Plastrik (2000) reveal that reinventing government involves political, legislative, and parliamentary reform, they referred to a governmental reform, and not a political one. Therefore, the Neo-Weberian State "builds on key principles for European public administration put forth by the Organization for Economic Cooperation and Development" (OECD, 1999).

The European Union provides a series of principles and directives that broadly guide the national contexts in which policies are being implemented. Some of these principles are reliability, predictability, accountability, and forecasting the outcomes of governance (Dunn & Miller, 2007). The Neo-Weberian State therefore is based on these principles and adds: the centrality of the state, reform and enforcement of administrative law, preservation of public service, representative bureaucracy, external orientation towards citizens, supplemental public consultation and direct citizen involvement, results orientation, and management professionalism (Dunn & Miller, 2007). The Neo-Weberian State paradigm is partly based on "the hermeneutic tradition of Gadamer (1975) and partly on critical social theory developed by the Frankfurt School in the main works of Jurgen Habermas, and by American and European writers who have applied critical social theory to issues of public administration and policy (e.g., Dunn and Fozouni 1976; Denhardt 1981; Healey 1993; Fischer and Forester 1993; Diesing 1999; Miller and Dunn 2007)" (Dunn & Miller, 2007, p. 346). Finally, when it comes to the Neo-Weberian State, Dunn & Miller (2007) present a critical theory of administrative reform and a framework for Neo-Weberian that takes context into consideration. They suggest that the Neo-Weberian State is somehow committed to instrumental rationality as a rational inquiry for problem solving, and that both New Public Management and the Neo-Weberian State ignore other forms of rationality specific to democracies (Dunn & Miller, 2007).

Dunn & Miller (2007) propose a critical theory view on the Neo-Weberian State (and New Public Management) based on several amendments. This view

includes a shift in the focus on means towards one on ends, justifying that the current public discourse does not enable critical debate among different stakeholders when it comes to values such as justice, equity, liberty, fairness, and procedural predictability (Dunn & Miller, 2007). The critical theory influence also requires clarification when using the term customer (a product of "marketized" societies) stating that the new meaning implies "that individuals can and must act in a world governed by non-coercive discourse" (Dunn & Miller, 2007, p. 356). The authors point out that Habermas's 'ideal speech community' is needed to empower different stakeholders and to create equality through the non-coercive discourse that integrates the needs of groups and individuals, and most importantly the public interest.

Dunn & Miller's (2007) critical theory approach on the Neo-Weberian State includes to some extent some of the shortcomings of the New Public Management and the Neo-Weberian State movements, but does not consider the larger picture when referring to the actual act of governance. Questions of who governs, what is the goal of governance, what are the values that underlie public service delivery systems, or how the political culture influences coproduction are left unanswered. Indeed, instrumental rationality dominates administrative procedures in a multi-level European governance structure, but how do we shift the public discourse from the control strategy to a new form of democratic strategy? Should the state further regulate and distribute public services in convergence with the *acquis communautaire* or should it facilitate and serve as a catalytic agent to invest public, private, and non-profit stakeholders in shared ownership of the public good?

2.4 New Public Governance Epistemology

This is where the New Public Governance paradigm comes in, with not only bringing an innovative approach to the public sector and performance optimization, but also with creating a new line of inquiry in the public discourse. Spicer (2010) presents two distinct kinds of rationality and the way they influence administrative practice. The first kind of rationality is the instrumental, scientific rationality which has at its core the concept of *consistency* (Spicer, 2010). For a human being to be rational, his/ her beliefs regarding their purposes or ends should be consistent with the means that are being employed. From this vantage point governance is only concerned with ensuring priority in resource allocation and attention to goals and objectives. However, Spicer (2010) is not against this view, he only argues that consistency is not the *sine qua non* condition of rationality. The author proposes an alternative view and that is "thinking of rationality also in terms of our historically situated practices of adversary argument and the role that these particular practices play in dealing with social and political conflict" (Spicer, 2010, p. 68). This is what he calls rationality as adversary argument, with the scope of enabling public administrators to "accept the normality of conflict within governance and to embrace a broader range of different forms of reasoning, while helping to diffuse the frequently expressed antipathy of public administrators towards politics" (Spicer, 2010, p. 68). When linking this to the public service-dominant logic and considering the diversity and variety of practices, levels of interaction, and actors involved in public service delivery, it can be assumed

that conflicting situations are more likely to occur. This leads to the necessity of creating space for dialogue and debate, so that actors' voice is heard, and their involvement in designing and implementing public policies becomes a smooth process. New Public Governance therefore creates the needed link between rationality and argument, between politics and administration. Moral and legal reasoning need to be correlated to provide a better understanding of the context in which decisions are made. Rationality becomes involved with "a set of social practices that perhaps exemplify most explicitly for us the norms of adversary argument that we take to be desirable in any form of human reasoning" (Spicer, 2010, p. 74). This means that there is no longer a one-best-way, on the contrary, all arguments and suggestions need to be weighted in the decision-making context, through the act of involvement. Of course, not all will be weighted the same, but this way of thinking will first reduce force and violence in societies, will create inclusion in segregated communities, and will enhance a certain degree of sensitivity of decision-makers to the problems of minorities (Spicer, 2010). Osborne (2010) agrees that cultural diversity represents both an advantage and a source of conflict. Using the theory of collaborative advantage, he provides valuable insights on managing trust, knowledge transfer, and cultural diversity (Osborne, 2010).

2.5 The Foundations of New Public Governance

According to Osborne (2010), the emerging trend of New Public Governance refers to the shift from a "somewhat 'defensive', anti-democratic, centralizing, homogenizing and hierarchical former regime ruled by elites toward a more 'open', communitarian, non-centralizing, pluralistic, and distributed governance regime" (Osborne, 2010, p. 110). In his views, the transition occurs beyond New Public Management.

Highlighting the underlying principles of public services delivery in the plural and pluralist state, and upon the public service system, Osborne (2010) draws attention to a series of questions about the fundamentals of New Public Governance in terms of: defining the basic unit of analysis of public services delivery and policy implementation and its implications for theory and praxis; what is the best organizational structure for public service delivery; defining and ensuring sustainability in the plural state; identifying the skills for relational performance; assessing the nature of accountability and relational performance within open public service delivery systems (Osborne, 2010). The purpose of this set of questions is to create awareness that New Public Governance must be viewed as an integrated body of knowledge. This orientation should keep up with the existing changes both within the society and within the environments in which public sectors operate and are responsive to governance challenges and requirements.

Osborne (2010) further presents five dimensions of the paradigm: 1. socio-political governance, "concerned with the over-arching institutional relationships with society" (Osborne, 2010, p. 6). This dimension relies on civil society to impact the legitimacy of governance and to shape governments' institutional relationships with society in general; 2. public policy governance, "concerned with how policy elites and networks interact to create and govern the public policy process" (Osborne, 2010, p. 6). It focuses on the interaction between civil society and government in shaping public policy formulation, implementation, and evaluation; 3. administrative governance, "concerned with the effective application if public administration and its repositioning to encompass the complexities of the contemporary state" (Osborne, 2010, p. 7). It points out the role and the new position of public administration in governance processes; 4. contract governance, "concerned with the inner workings of New Public Governance, and particularly the governance of contractual relationships in the delivery of public services" (Osborne, 2010, p. 7). This dimension deals with governing contractual relationships between actors and includes the public management of public affairs; 5. network governance, "concerned with how self-organizing inter-organizational networks function both with or without government to provide public services" (Osborne, 2010, p. 7). This dimension relies on how networks implement public policies and deliver public services.

All these types of governance that form the New Public Governance paradigm are included in the public service dominant perspective and act as processes of governance. This study's definition of governance (page 22) reveals that governance is

best assessed as a process defined by the relationships between governmental and non-governmental actors with the purpose of serving the public interest and spurring collective action. Each of the five dimensions has a different focus: socio-political governance focuses on the relationships between state and civil society, public policy governance relies on the interaction of actors in the public policy process, administrative governance considers the role of the administration as a facilitator of public service delivery, contract governance evaluates the contractual relationships between actors, and network governance focuses on the inter-organizational networks functioning. However, each type considers inter-organizational relationships and their goals. Based on this, the study has created a New Public Governance analytical framework (see Figure 2) that looks at the same relationships between governmental and non-governmental actors, but considers both the influence of political culture within New Public Governance, and the main outcome of the paradigm- which according to Osborne (2010) is the creation of public value:

> "In the context of network governance and other more informal styles of governing, the use of values to steer requires to some extent that those values represent strongly the importance of the public interest" (Osborne, 2010, p. 48).

Osborne (2010) calls for a broader engagement with the environment of public policy and public services. The author mentions that the New Public Governance regime is not being posed as a normative, policy alternative to public administration, New Public Management, or the Neo-Weberian State (Osborne, 2010). It is posed as a conceptual model that can help understand the reality of public policy implementation

and public services delivery systems. Osborne (2010) also states that coproduction is the core element of New Public Governance, together with the relational nature of services that require governance rather than management. Understanding that the model does not seek to replace former models is crucial in re-defining the roles of management and public administration. Public management is incorporated in the contract governance dimension of the model just as public administration is included in the administrative governance one. Through a strong conceptualization of various governance processes, such as coproduction or public service delivery, the repositioning of former models can easily happen. The model combines the strengths of both public administration and New Public Management and provides a framework from which to develop theory and research that can better inform the practice of public administration in the 21st century. Service effectiveness and outcomes maintain their relevance, while trust, relational capital, and relational contract act as the core of governance mechanisms (Bovaird, 2006).

Furthermore, studies on networks in the public sector have a long tradition with respect to empirical research and theory (Koppenjan & Koliba, 2013). However, there is consensus on generic principles that guide networks, network processes, and network governance, but there is no common framework (Koppenjan & Koliba, 2013). New Public Governance aims to create this framework and even to move beyond networks when considering public service delivery systems.

When referring to empirical knowledge, the research agenda proposed by Osborne (2010) points out the importance of what can be learned from the services

management literature that will help illuminate the nature of public delivery within the New Public Governance regime, of what are the core elements of the service delivery system and how they inter-relate, what are the implications of coproduction within public service delivery, and what are the types of public service systems used within the paradigm. New Public Governance is mostly intended to ask how different challenges can be approached within the inter-organizational, fragmented, and contested public sector (Osborne, 2010). According to Osborne (2010), New Public Governance therefore sets the context in which both the old and new questions are being explored. The movement restores the vital importance of values and politics to the practice of public administration. New leadership knowledge and skills are needed in an environment where agreement depends more on the use of soft power associated with trust building over time (Osborne, 2010). Furthermore, it highlights the social dimension in the structure of public governance. This dimension is composed of actors involved in public service delivery: citizens, social structures, and social networks (Raipa, 2011). Citizen participation is directly linked to the creation of public value and calls for a democratic representative bureaucracy through the interaction with civil institutions, or the private sector (Raipa, 2011). Various social structures are included in the social system for service delivery. Finally, social networks are viewed as more dynamic and sometimes temporary subsystems for delivery, which carry specific or general tasks, such as committees, commissions, or expert institutions (Raipa, 2011). Their role within this study is further explained in the conceptual framework.

2.6 Gaps

The research questions reveal the gaps in the New Public Governance scholarship and practice in Central and Eastern European countries. On the one hand, there is a large number of guiding concepts and theories when defining a New Public Governance framework. For example, Bao, Wang, Larsen & Morgan (2013) defined a value-based global framework for performance management, governance, and leadership that consists of four core elements: "contextual settings, core political values, authority structures and processes, and organizational leadership and management competencies" (p. 448). This framework is oriented towards the creation of public value. This should be the result of a synergy between political, social institutions and culture in creating a shared system of values and agreement on governance processes and structures.

On the other hand, during the 8th TransAtlantic Dialogue conference in the Netherlands in 2012, during a workshop focused on "Complexity and the New Public Governance", multiple critiques were brought to New Public Governance. Pollitt & Bouckaert (2011) concluded that greater coordination and collaboration are needed, because the previous models increased the fragmentation of governance capacity. However, some scholars argue that more conceptual clarification is required when it comes to New Public Governance. The main concern is that New Public Governance is viewed as a hybrid model (public administration and New Public Management) which can bring up even more challenges. This calls for a greater normative,

conceptual, and methodological clarification. The scholars also discuss the issue of network failure, specifically the fact that collaboration might involve problems of inclusion, representativeness, and power (Pollitt & Bouckaert, 2012).

2.7 Conclusion

There is little known about New Public Governance in the three case study countries. As strongly needed, the research adds conceptual and methodological clarification with respect to New Public Governance as a framework and its complexity. The conceptual framework of the study evaluates the New Public Governance paradigm through the analysis of each country's political culture, the identification of types of coproduction and their outcomes, what factors influence coproduction, and what values dominate public service delivery systems. The goal is to identify the elements that contribute to a stronger development of this paradigm in Central and Eastern European countries in addressing the multi-level governance challenge, and to define the political context according to Spicer's (2010) 'rationality as adversary argument' view. This will contribute to inserting critical theory elements when developing theories in the field of public administration, to understand the origin of different democratic practices which of course are translated into democratic values. Furthermore, the impact of these values will be assessed in relation to the democratic view of governance that the paradigm implies in post-communist states.

Chapter 3

CONCEPTUAL FRAMEWORK

The aim of this conceptual framework is to define the most important concepts needed to answer the research questions and highlight the main links between them. The complexity of New Public Governance theory may be problematic, given the multiple dimensions that reveal various processes of governance, a multitude of actors, and diverse outcomes. The goal of this framework is to present theoretical considerations on political culture, coproduction, and value creation and co-creation, and to express the way in which they contribute to the New Public Governance paradigm. As defined in the literature review, New Public Governance refers to the creation of an open, pluralistic and distributed governance regime (Osborne, 2010). This model is intended to reflect the contemporary reality of public service delivery systems in multiple contexts. Given the context dependency of the construct, the study considers political culture as the main contextual variable that influences the adherence to New Public Governance. This orientation aims to bridge the gap between theory and practice, and to make New Public Governance adaptable to Central and Eastern European contexts. Moreover, within a specific context/ environment there is the public service delivery system that is composed of inter-organizational relationships between governmental and non-governmental actors. The governance of public service delivery systems takes place at socio-political, administrative, public

policy, contract, and network level (Osborne, 2010). According to Osborne (2010), New Public Governance incorporates these five governance typologies. What these dimensions have in common is the procedural characteristic in terms of involving governmental and non-governmental actors in service delivery and the public policy process. This involvement requires understanding on who governs, through what processes, and with what outcomes. The framework points to coproduction as the main mechanism of governance and to value creation and co-creation as the main outcomes of public governance. Dealing with inter-institutional relationships that go beyond networks, and seeking to build trust and social innovation, require a precise and adaptable framework that supports empirical research.

3.1 Political Culture

Understanding how political culture influences public governance is necessary when considering Central and Eastern European countries. The New Public Governance literature has revealed that the model is context dependent (Osborne, 2010). Moreover, coproduction depends on the cultural and administrative context of the society (Parrado, Ryzin, Bovaird & Löffler, 2013). This calls for identifying the contextual setting and the core political values that underlie public service delivery orientation in the three case study countries. The contextual setting is represented by "the social, biological, geophysical, and economic boundary conditions together with the foundational social values held by people and institutions, and the challenges and

problems that arise in the real world" (Bao et al., 2013, p. 449). Considering the uniqueness of the contextual setting will help create "better alignment between central policy goals and local values, whether it comes in the form of creating citizen/ neighborhood associations, decentralizing government decision-making, or creating semi-autonomous governing entities and regions" (Bao et al., 2013, p. 448). Core political values are derived from constitution, legal framework, history, and culture (Bao et al., 2013). Furthermore, they present certain characteristics: "consistent over time, guide political discourse and deliberation, and provide foundation for legitimacy between political system, citizens, corporation, and all stakeholders" (Bao et al., 2013, p. 449). For this study, the contextual dimension is assessed using the political culture concept. A strong explanation of why looking at political culture as the ecology of public administration instead of context is provided by Fred Riggs (1980):

> "To speak of the <context> of anything, then, is typically to refer to something at the same level of analysis or abstraction as whatever may be <contextualized>. By contrast, the environment of anything differs qualitatively from whatever is <environed> (p. 107)."

Riggs is well known in comparative public administration, specifically through the development of the prismatic model of society (Riggs, 1964). This model explains the unique conditions and dynamics of politics and administration in developing and transitional countries (Riggs, 1964). He systematically uses the ecological approach to explain the nature of administration in such countries through universal official norms and respects for traditions (Riggs, 1964). Political culture is the "particular pattern of orientations to political action" (Almond, 1956, p. 396). The political orientation

component of this definition includes cognition, the capacity to adapt to external situations, and intellection (Almond, 1956). Chilton (1988) defines political culture as "all publicly common ways of relating with the collectivity" (p. 431). The same author proposes nine criteria that can be used to evaluate various conceptions on political culture: supramembership, sharedness, inequality, behavioral, post-behavioral, unrestricted applicability, non-reductionism, comparability, and objective testability (Chilton, 1988). Other conceptions on political culture define it in terms of political symbols that form a unique framework (Dittmer, 1977).

Almond & Verba (1963) point out three types of political culture based on the level of citizen participation in political processes and their awareness towards politics in general: parochial, subject, and participant political culture. They are related to four types of political objects: the 'general' political system, the specific roles or structures in the system (i.e. bureaucracies and legislatures), the incumbents of roles (political actors), and public policies (decision-making processes) (Almond & Verba, 1963). In parochial cultures, citizens express low cognitive and evaluative orientations towards the four political objects (Almond & Verba, 1963). They have little interest in participating in political processes and consider that their involvement would not lead to changes. In subject political cultures, citizens are aware of their governments and occasionally participate in political processes (Almond & Verba, 1963). There is a relatively detached and passive orientation of the citizen in relation to political objects. However, in participative political cultures, "members of the society have high cognitive, affective, and evaluative orientation to the political system, the input

objects, the policy outputs, and recognize the self as an active participant in the polity" (Almond & Verba, 1963, p. 18). Being mostly compatible with democratic political structures, this type of political culture points to citizens as being actively involved in political processes. However, Almond & Verba (1963) mention that political cultures are rarely these three ideal types. In practice, they represent mixed political cultures (Almond & Verba, 1963).

In the case of the Czech Republic, Romania, and Slovakia we are dealing with the political system in the shape of liberal democracy. In his book "Democracy and Elections in Africa", Staffan Lindberg considers that improving the quality of democracy and having a sequence of elections contribute to the expansion of *de facto* civil liberties in transitional countries. The electoral path is viewed as a means of choosing the political elite and "disposing old governments in a political system" (Lindberg, 2007, p. 6). With this approach, countries who are in a transitional phase towards democracy present varying degrees of democratization (Lindberg, 2007). Therefore, when conceptualizing democracy, the dichotomous approach (presence/ absence of democracy) is not relevant. According to Lindberg (2007), democracy is best measures on a continuum between full democracy and complete non-democracy. He further articulates that the most important value of a liberal/ representative democracy is the capacity for self-government.

> "The only point is to say that self-government as the freedom of individual citizens over themselves through a concerted collective process, is logically the most fundamental of them all. Democracy, after all, means rule by the people" (Lindberg, 2007, p. 7).

Lindberg (2007) further articulates six factors that are considered causal links to increasing the level of democratization of electoral procedures, and make countries more democratic and representative: 1. citizens become voters (the right to universal and equal suffrage and other democratic rights); 2. democratic 'lock-in' mechanisms, when people perceive themselves as protagonists of democratic participation; 3. self-fulfilling prophecies, when citizen expect that their elected political leaders will accept democracy and play by democratic rules; 4. civic organizations; 5. new roles for state institutions (the protection of political rights); 6. the role of the media (create the space for political debates) (Lindberg, 2007). These factors are part of any political system and can be of help in evaluating types of political culture.

Wolchik (2008) states that political attitudes and values in Czech Republic and Slovakia are dominated by low levels of trust in government and low levels of political efficacy. While most citizens support democracy, prominent levels of prejudice exist against the Roma population (Wolchik, 2008). This is a problematic aspect that negatively impacts Roma minorities and their political and bureaucratic representation in all three countries. Despite the adoption of European programs aimed to improve the status of the Roma, bottom-up solutions of governing underrepresented minorities are not sufficiently addressed.

The shift to market is seen to have created a great deal of inequality of opportunities. In Slovakia, political life continues to be highly polarized, and Hungarian minorities face difficulties from the perspective of democratic consolidation (Wolchik, 1997). However, the Czecho-Slovak Republic was the only

Eastern European country to experience continuous democracy until the beginning of World War II (Olson, 1997). Since 1993, all three Central and Eastern European countries experienced a rapid growth of the non-governmental sector, complemented by a growth of interest groups and parliamentary activity.

Being a member of the European Union since 2007, Romania's political culture is circumscribed to European political values. At the same time, the culture is still influenced to some extent by the communist legacy, and its citizens are insufficiently informed and passive (Babadac, 2016). The communist legacy negatively influences the political culture mostly by spreading the belief that citizens cannot influence governmental action (Nedelcu, 2007). Together with a low degree of trust in political institutions, these beliefs lead to a low degree of citizen participation in governance. The population is divided into those who believe in a subject political culture, and those who manifest a growing orientation towards democratic principles and a participatory political culture. The last years of governance have embedded the development of a protest culture, which is strongly linked to the anti-corruption movement (Euronews, 2017). Starting 2011, protests are characterized by a strong collective identity that promotes values such as civic involvement, respect for the rule of law, transparency, and accountability. As part of the contemporary political culture in Romania, the protest culture has created an important actor at community level called 'The Street'. This new actor is able to help mobilize the passive segment of the population and overall influence decision-making processes at all levels of governance (Euronews, 2017).

3.2 Processes and Mechanisms of Governance

This section of the conceptual framework is intended to define the mechanisms and processes through which actors perform in achieving their organizational and political objectives. The goal is to answer the coproduction question, first by providing clear definitions and classifications of concepts such as self-governance, co-governance, hierarchical governance, coproduction, innovation, and the use of Information and Communication Technologies (ICT). Finally, it will justify the use of public service delivery systems as public governance mechanisms to address the public interest.

New Public Governance brings a new vision to the public sector, in which governments are portrayed as playing a 'steering', rather than a 'rowing' role (Osborne, 2010). This role of the governments is supported through the widespread use of decentralization, privatization, deregulation, and third-party governments. All these mechanisms are part of a collaborative governance arrangement in which service systems and the state are coordinated towards public policy formulation and implementation. The state oftentimes governs through a top-down approach, while service systems follow a bottom-up direction. The relationship between governmental and non-governmental actors is central to governance systems. Moreover, the society-centric new governance rests on the ability of society to govern itself, and this leads to the concept of self-governance.

3.2.1 **Coproduction**

For answering the coproduction question, the present framework places coproduction at the core of New Public Governance. Coproduction "promotes the mix of public service agents and citizens that contribute to the provision of a public service" (Pestoff, 2011, 15). Since New Public Governance puts much greater emphasis on third sector provision and citizen participation than either traditional public administration or New Public Management, identifying the mix of activities that public agents and citizens pursue is relevant to this public administration theory.

> "The concept of coproduction was originally developed by Elinor Ostrom and the Workshop in Political Theory and Policy Analysis at Indiana University during the 1970s to describe and delimit the involvement of ordinary citizens in the production of public services" (Pestoff, 2011, p. 17).

Putting coproduction at the center of New Public Governance has two major implications: it questions the relevance of the basic assumption of New Public Management, that service delivery can be separated from service design, and "service users and professionals develop a mutual and interdependent relationship in which both parties take risks and need to trust each other" (Bovaird, 2007, p. 222). Since coproduction is viewed as a mechanism of service delivery systems, it can be observed that building trust is an underlying value specific to both concepts. Moreover, coproduction efforts take place in a political context (Bovaird, 2007). This means that the decision to cooperate is oftentimes dependent on the structure of political institutions and the degree of facilitation of such an interaction. The role of the state

and its responsiveness is therefore determinant of the quality of coproduction and the outcomes of such public service delivery systems.

Coproduction is an umbrella concept that "captures a wide variety of activities that can occur in any phase of the public service cycle and in which state actors and lay actors work together to produce benefits" (Nabatchi, Sancino & Sicilia, 2017, p. 769). The purpose of this definition is to offer the much-needed conceptual clarification on the term, referring both to the general applicability of the concept in various contexts, but also to its specifics when needing to categorize actors and identify coproduction typologies (Nabatchi et al., 2017). Other definitions of coproduction focus on citizen involvement and participation in service delivery and point to the voluntary active cooperation of citizens as the main condition of coproduction (Brudney & England, 1983). Ostrom (1996) defines coproduction as "the process through which inputs used to provide a good or service are contributed by individuals who are not in the same organization" (p. 1073). Alford (1998) claims that coproduction is "the involvement of citizens, clients, consumers, volunteers, and/or community organizations in producing public services as well as consuming or otherwise benefitting from them" (p. 128). All these definitions reveal the conditions necessary for coproducing public services, that vary from voluntary participation of external actors to the goals of coproduction and the levels at which actors operate, from design to implementation. Bovaird and Loeffler (2016) indicate that external stakeholders need to bring their own expertise, knowledge, and resources so that efficient coproduction takes place.

Osborne and Strokosch (2013) have developed a coproduction framework which draws from two streams of literature on coproduction: services management and public administration. Briefly, the approach differentiates between operational, strategic, and transformational coproduction (Osborne & Strokosch, 2013). In the New Public Governance framework, where the fragmentation of public services delivery involves inter-, rather than intra-organizational relationships, public service organizations are being replaced with public service delivery systems. Osborne & Strokosch (2013) refer to them as systems in which "the interaction of a multiplicity of actors is required to achieve societal goals and to deliver public services- with the emphasis upon partnership and collaboration as being, variously, and effective means with which to lever additional resources into the delivery of public services" (p. 6). The public administration view on coproduction argues for a space for service users in the planning and designing of public services, but places coproduction outside the public service delivery. However, the services management literature provides the following assumption: "coproduction is an essential and inalienable core component of service delivery: you cannot have (public) service delivery without coproduction" (Osborne & Strokosch, 2013, p. 9).

The framework for answering the coproduction question is the one developed by Osborne & Strokosch (2013) and summarized by the following conceptualization. The authors have mixed the services management and public administration views, and created a continuum of modes of coproduction:

a. "*Consumer coproduction*: results from the inseparability of production and consumption during the service encounter and focuses upon the engagement of the consumer at the operational stage of the service production process to balance their expectations and experience of the service. The aim is *user empowerment*.
b. *Participative coproduction*: results from the intention to improve the quality of public services through participative mechanisms at the strategic planning and design stage of the service production process, such as user consultation, and participatory planning mechanisms. The aim is *user participation*.
c. *Enhanced coproduction*: results from combining the previous operational and strategic modes of coproduction to change the paradigm of service delivery. The aim is *user-led innovation*- between users and services providers- of new form of public service." (Osborne & Strokosch, 2013, p. 13)

Different forms of coproduction have different goals and may lead to different outcomes. The practice of social innovation is brought back by the New Public Governance paradigm, since service organization is proactive in seeking to cover and understand present and future needs of the society.

Voorberg, Bekkers and Tummers (2015) have conducted a systematic review of 122 studies on coproduction and co-creation[2], and concluded that most case studies used qualitative methods (mostly document analysis and interviews), given the importance of contextual factors. Nevertheless, this leads to problems in generalizing the findings, so the authors stress the need for using quantitative methods in assessing the relationships between influential factors (Voorberg et al., 2015). In evaluating the importance of citizen participation in coproduction, according to the systematic review, Voorberg et al. (2015) present two categories of influential factors: *on the*

[2] According to the study, co-creation and coproduction are used interchangeably. For this study, coproduction is employed as a process/ mechanism of governance, while creation and co-creation are reported as outcomes of coproduction.

organizational side (compatibility of public organizations with citizen participation, open attitude towards citizen participation, risk-averse administrative culture, and presence of clear incentives for co-creation- win/win situation), and *on the citizen side* (citizen characteristics such as skills/ intrinsic values/ marital status/ family composition/ level of education, customer awareness/ feeling of ownership/ being part of something, presence of social capital, and risk aversion by customers/ patients/ citizens). Other coproduction dimensions have been assessed by Parrado, Ryzin, Bovaird and Löffler (2013) in a study based on a five-nation survey of citizens (UK, France, Germany, Denmark, and the Czech Republic). They examined factors that influence citizen coproduction in areas such as public safety, the environment, and health (Parrado et al., 2013). The factors sought to influence coproduction are "demographic factors (age, gender, education, and employment status), community characteristics (urban, non-urban), performance perceptions (how good a job government is doing), government outreach (providing information and seeking consultation), and self-efficacy (how much of a difference citizens believe they can make)" (Parrado et al., 2013, p. 85). These factors' importance and use in operationalizing coproduction in this study are further explained in Chapter 4: Methodology.

The complex nature of a public service-dominant logic calls for clarification when considering ways to categorize the multitude of actors involved in governance processes (Osborne et al., 2015). Alford (2014) mentions that: "the real problem is rather there is so far not much conceptual basis for understanding where each type [of

actors] fits within a service delivery system" (p. 302). Citizens, volunteers, and non-governmental partners can be users, consumers, or co-producers of a public service (Alford, 2014). Service users, communities, third sector organizations, and hard and soft technologies are all actors involved in co-productive activities (Osborne, 2010).

When considering the levels at which coproduction takes place, there are several typologies of categories of coproduction that have been identified in the literature so far. They revolve around the actors that are involved, what is delivered, and when it is delieverd (Alford, 2014; Nabatchi et al., 2017). Nabatchi et al. (2017) refer to two types of actors that are involved in coproduction: state actors (regular producers) and lay actors (citizen producers). Lay actors can be citizens, clients, or customers, depending on whether they are part of a geographic or political community, legal recipients of public services, or recipients that directly paid for the public services (Nabatchi et al., 2017). The contributions of lay actors as service users or members of a community are the following: "knowledge, resources, compliance, ideas and creativity, and legitimacy" (Bovaird & Loeffler, 2016). There are also three levels at which coproduction takes place: individual, group, and collective (Nabatchi et al., 2017). The authors developed a 3x4 typology matrix based on these three levels and the four phases of the service cycle: co-commissioning, co-design, co-delivery, and co-assessment (Nabatchi et al., 2017). Drawing on this typology, further research can focus on developing accurate measures for evaluating coproduction at various levels, also known as co-productive performance measurement (Nabatchi et al., 2017). Alford (2014) presents another typology from citizens' perspective, based on what they can

bring to the service delivery: physical objects (by-products), information, and behaviors (such as compliance, improvement or enhancement). Scholars have extensively examined the actors involved in coproduction, and noticed that minorities tend to have less access to technological tools for participation, so they are limited in their ability to coproduce (Clark, Brudney & Jang, 2013). This is supported by Thomsen and Jacobsen's (2015) study on the importance of providing information material to citizens to affect citizen coproduction, and the authors noticed that such government initiatives influence advantaged populations (the wealthy and well-educated), creating inequality within other sub-groups and minorities (Thomsen & Jakobsen, 2015). The implications of this evidence for Central and Eastern European countries create urgency for the need to represent ethnic minorities by empowering them and providing them easy access to citizen participation tools and mechanisms, in order to increase their representation in governmental action.

Citizens' role is central to coproduction (Voorberg et al., 2015; Osborne, 2010; Pestoff, 2011; Whitaker, 1980; Wilson, 1981). Voorberg et al. (2015) call for greater clarification in this respect. Their study concludes that the degree of citizen involvement in the creation of public value and coproduction creates three categories: "(a) citizens as co-implementer: involvement in services which refer to the transfer of implementing activities in favor of citizens that in the past have been carried out by government, (b) citizens as co-designer: involvement regarding the content and process of service delivery and c) citizens as initiator: citizens that take up the initiative to formulate specific services" (Voorberg et al., 2015, p. 1347). The

outcomes of their involvement in producing and implementing public services include: reduced costs for public administration, enhancing the quality of public services, improving citizen-public administration relationships, and overall creating better support for the public sector (Sharp, 1980; Whitaker, 1980; Wilson, 1981).

The International Association for Public Participation developed a framework for citizen participation based on a continuum for public impact. The framework is intended to help evaluate both the goals of citizen participation, and the tools for citizen engagement. The spectrum was adapted as presented in Table 2. It is used to identify and categorize mechanisms of citizen participation in public service delivery and coproduction al local level in three Central and Eastern European countries.

Table 2. Citizen Participation Spectrum

	Inform	**Consult**	**Involve**	**Collaborate**	**Empower**
Citizen Participation Goal	Provide the public balanced and objective information	Obtain public feedback on analysis, alternatives, or decisions	Work directly with the public to ensure constant consistency in understanding public issues	Partner with the public in in each phase of the policy-making process	Place decision-making in the hands of the public
Tools	Fact sheets, websites, open houses	Public comment, focus groups, surveys, public meetings	Workshops, Deliberate polling	Citizen advisory committees, consensus building, participatory decision-making	Citizen juries, ballots, delegated decisions

Source. Adapted from: International Association for Public Participation: Public Participation Spectrum, http://www.fgcu.edu/Provost/files/IAP_Public_Participation_Spectrum.pdf

As previously stated, New Public Governance introduces another layer of complexity through the 'relationship marketing' model. It is a mechanism of governance closely related to coproduction, which acknowledges that the most valuable resource in public service delivery is given by the quality of inter-organizational relationships (Osborne et al., 2015). The authors further state the

importance of assessing this at the individual level, where the staff of public service organizations interact with citizens, policy makers, service users, and other actors (Osborne et al., 2015). Trust building becomes therefore the goal of relationship marketing that generates positive outcomes (Osborne et al., 2015).

3.3 Outcomes: Creation of Public Value

Through the actions and decisions that they undertake, public managers should create public value. New Public Governance advocates for the creation of public value, as its goal (Osborne, 2010). The search for public value can only be made through deliberation and debate among government officials and stakeholders (Stoker, 2006). It therefore becomes an indispensable element of governance in the 21st century. However, defining public value has oftentimes shown its ambiguous character. Through being closely tied to traditional public administration and the efficiency, effectiveness, and accountability of New Public Management, the public value paradigm goes beyond the market versus government failure debate (Bao et al, 2011, p. 10). The relationship between public value and democratic principles is expressed below:

> "Public value asks public officials to consider the benefits and costs of public services not only in terms of dollars and cents, but also in terms of how government actions affect important civic and democratic principles such as equity, liberty, responsiveness, transparency, participation, and citizenship" (Kavanagh, 2014, p. 57).

This definition has led the Kennedy School of Government to develop a strategic triangle model for the public sector. The three elements of this model are: a) public value; b) legitimacy and support; c) operational capacity (Moore, 1995). The rationale of this model is the following: the two conditions for creating public value stand in the democratic legitimacy dimension of a strategy or action (for example community support), together with the support of the authorizing environment, and having the operational capacity to implement the given policies effectively (Moore, 1995). It is also a two-way process: when public value is created, the level of support and legitimacy increase, together with the operational capacity of the delivery system. This logic supports the definition given by Kavanagh (2014), and highlights the effectiveness and legitimate character of public value.

Moore's (2013) public value scorecard model operationalizes the two conditions for creating public value, and can easily be transposed into a public service delivery system orientation (public service organizations, partnerships, networks, etc.). The scorecard (Table 3) is meant to measure the outcomes of governance processes and looks at: a) legitimacy and support, and b) operational capacity.

Table 3. Public Value Scorecard

Legitimacy and support	Operational capacity
Mission alignment with values articulated by citizens	Flow of resources to the organization
Inclusion of neglected values with latent constituencies	Human resources (public employees and volunteers)
Standing with formal authorizers	Operational policies, programs, and procedures: quality of operational performance, organizational learning, internal resource allocation, performance measurement and management systems
Standing with individuals in polity	Organizational outputs: quality of outputs and quantity of outputs
Position of organization in democratic political discourse	
Media coverage	
Status of key legislative and public policy proposals to support the organization	
Engagement of citizens as coproducers	

Source. Moore, M. H. (2013). Recognizing Public Value. Harvard University Press.

Being one of the youngest countries in the world (established in January 1993), the Slovak local government is a "decentralization champion" as Swianiewicz (2014, p. 303) stated. The reintroduction of the self-government layer has triggered a continued modernization and democratization of the country (Nemec, Meričková, Svidroňová & Klimovský, 2017, p. 285). These factors have created the conditions for generating public value and getting closer to meeting the public interest. Figure 1 presents ten initiatives that have led to the creation of public value and had specific outcomes in the welfare and environmental sectors of government:

Case		Goal of Co-Created Initiative
Welfare	1. Conciliation councils	Help citizens to solve any kind of conflicts, especially ethnic conflicts
	2. Kojatice Social Housing	Provide social housing for Roma with a certain maintenance guarantee, thanks to Roma co-financing and co-building
	3. Godmothers	Provide material and non-material support to young mothers in social need for inclusion in society
	4. Electronic Guard	Improve the lives of elderly disabled citizens with telecare and related assistive technologies
	5. Martin Relaxation Path	Improve the lives for elderly citizens by building an accessible public relaxation infrastructure – nature path
Environment	6. "Green Patrol" in Bratislava	Increase citizen participation and responsibility for clean green areas, better quality urban environment
	7. "Green Patrol" Interactive Portal	Improve and maintain the quality of the urban environment, improve collaboration among citizens, participating organizations, and the city
	8. Trash Out	Improve the physical environment and collaborate among all sectors
	9. Mobile City	Facilitate citizen participation and improve the physical environment
	10. PrieStory	Complete low-cost physical infrastructure investment projects executed by volunteers living in the area, and improve collaboration among sectors

Figure 1. Cases of Creation of Public Value at Local Level
Source. Nemec, J., Meričková, B. M., Svidroňová, M. M. & Klimovský, D. (2017). Co-Creation as a Social Innovation in Delivery of Public Services at Local Government Level: The Slovak Experience.

Social innovation is the main outcome of the creation and co-creation of public value, and it poses as a factor which ensures sustainable public service delivery and a long-term orientation (Voorberg et al., 2015; Osborne, 2010). Social innovation is defined as "the creation of long-lasting outcomes that aim to address societal needs by fundamentally changing the relationships, positions, and rules between involved stakeholders, through an open process of participation, exchange and collaboration with relevant stakeholders, including end-users, thereby crossing organizational boundaries and jurisdictions" (Voorberg et al., 2015, p. 1334). Public value research recognizes the social innovation dimension and states that actors who possess great expertise and knowledge in public administration can trigger innovation (Borins,

2002). According to Pang, Lee and DeLone (2014), PSOs make use of five Information Technology (IT) resources for generating social innovation and therefore public value: "digitized administrative processes, public intelligence analytics, inter-organizational system integration, online public interactive interfaces, and public information dissemination" (p. 195). IT becomes another mechanism through which public value is created. According to Pang et al. (2014), IT resources lead to enhancing organizational capabilities such as public service delivery, civic engagement, coproduction, resource acquisition, and public-sector innovation capability.

Romania's 2016 program called *GovITHub* won the Best Innovation Through Legislation in Central and Eastern Europe prize. The program aims to minimize government's costs using IT resources, and promoting Open Source, Mobile Ready, Could Enabled, and Security & Privacy principles (Gov IT Hub, 2017). The governance network also promotes transparency, civic engagement, and the open system type of collaboration (open source government). Using a governmental order, the program has united project managers, entrepreneurs, central government representatives, civil society members, and IT specialists in creating and implementing IT projects aimed to modernize public administration in Romania Gov IT Hub, 2017). It is a co-governance example that aims to create public sector value (transparency, efficiency, participation) and social innovation using IT resources.

As conclusion, Figure 2 presents the key elements of this conceptual framework, together with the logical linkages between them. The analytical

framework intends to add the much-needed conceptual clarity of New Public Governance paradigm, and to help adapt the model's complexity to the contemporary reality of public service delivery systems.

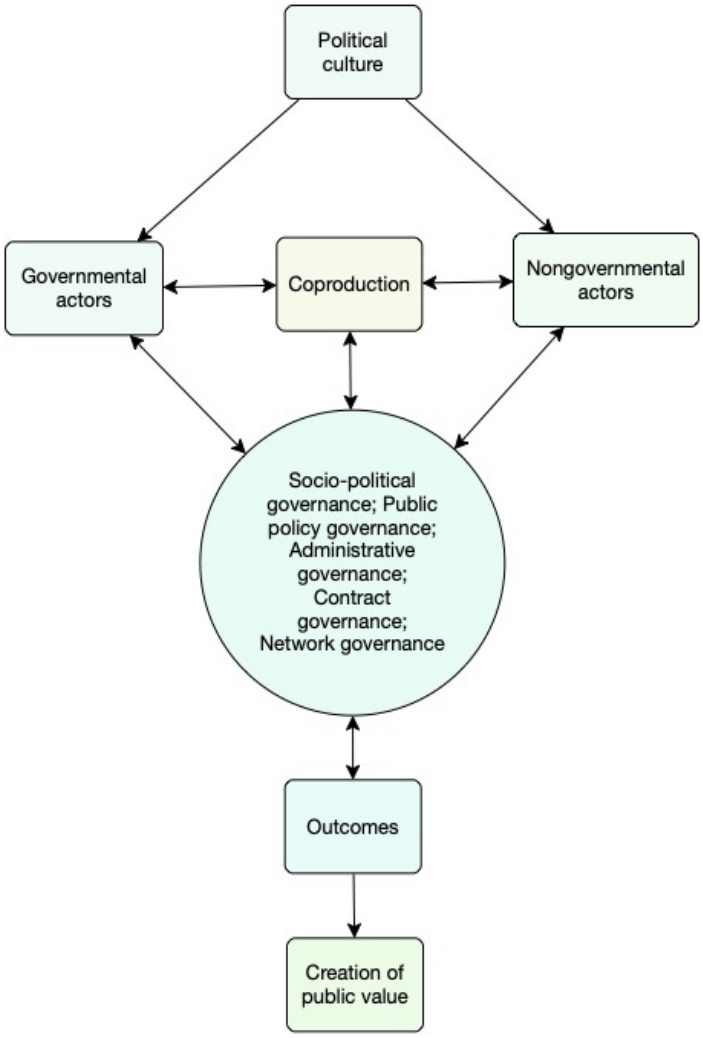

Figure 2. A New Public Governance Framework

Chapter 4

METHODOLOGY

4.1 Overall Study Design

The research study aims to identify how are the New Public Governance characteristics found in the governance systems and administrative structures of Romania, Czech Republic, and Slovakia, since the countries became part of the European Union, informing of democratic public service delivery?

This main research question is addressed by answering the following additional research questions, which are defined in accordance to the conceptual and analytical framework (Figure 2):

1. How is the type of political culture informing of democratic public service delivery? (political culture question)
2. How is public service delivery employed in the three countries? (coproduction question)
3. How is value creation and co-creation approached by the countries' public sectors? (values question)

Research is conducted using mixed-methods, as follows: qualitative research methods (document analysis and expert interviews) for the political culture question, and quantitative methods for the coproduction and values questions. New Public

Governance is a model that emphasizes the importance of contextual factors, such as political culture (Bao et al., 2013; Osborne, 2010; Parrado et al., 2013; Voorberg et al., 2015). Political culture strongly influences the types of coproduction that are employed in public service delivery systems (Parrado et al., 2013). The influence of political culture is approached across the literature with a focus on single or multi-case studies (Voorberg et al., 2015). However, the limitation of using only qualitative analysis stands in the few possibilities for generalization (Voorberg et al., 2015).

This study uses qualitative analysis to complement the use of the quantitative approach, so that further clarification to the research topic is provided, along with adding insights related to the contextual dimension. This type of design aims to answer the question of 'in what ways do the qualitative data help explain the quantitative results?' (Creswell & Clark, 2011). Together with the qualitative approach, the study design represents an explanatory sequential design (Creswell & Clark, 2011). The purpose of this type of design is to use the qualitative data to explain quantitative results. These results can be significant, non-significant, outliers or surprising (Creswell & Clark, 2011). This design may also be used to guide to form groups based on the quantitative results (Creswell & Clark, 2011). Typically, the explanatory sequential design is a two-phase design, in which the collection of quantitative and qualitative data happens at a different time. The qualitative study is therefore dependent on quantitative results, while quantitative data collection is the priority (Creswell & Clark, 2011).

According to Creswell & Clark (2011), the use of mixed methods is justified by the fact that initial results may need further explanation, and so a second method is needed to enhance a primary one. The point of interface is a point where the two strands of methods are mixed (Creswell & Clark, 2011). For this study, the points of interface are present in data collection (when quantitative and qualitative results build to the subsequent collection of qualitative and quantitative data) and interpretation (in comparing and combining the results of both methods).

Groeneveld, Tummers, Bronkhorst, Ashikali and van Thiel (2015) illuminated the debate on the use of quantitative analysis in public administration by conducting a study on 1,605 articles in journals such as *JPART*, *PAR*, *Governance* and *PA*. They concluded that there is a trend of using quantitative methods in research on networks and governance (Groeneveld et al., 2015). However, very few studies use a mixed-methods design and strongly encourage that further research follows this path (Groeneveld et al., 2015).

Table 4 presents the link between the conceptual framework and the methods used:

Table 4. Research Table: The Link Between the Conceptual Framework and Methodology

Conceptual framework section	*Description*	*Research question*	*Methods*
Phase 1: Processes and mechanisms of governance	Types of coproduction Factors that influence coproduction	Coproduction (question 2)	Quantitative methods (online survey)
Phase 1: Outcomes: Creation of public value	Public value scorecard Social innovation Types of values and their relationship with coproduction processes	Values (question 3)	Quantitative methods (online survey)
Phase 2: Political culture	Type of political culture Dominant political values and beliefs	Political culture (question 1)	Qualitative methods (process tracing and content analysis of interview transcripts)
Phase 2: Clarifications	Intended to address the findings of the quantitative approach	Coproduction (question 2) Values (question 3)	Qualitative methods (content analysis of interview transcripts)

4.2 Quantitative Approach

This phase of the research study is developed to answer the second and third research questions: how is public service delivery employed in the three countries? (coproduction question), and how is value creation and co-creation approached by the countries' public sectors? (values question).

Voorberg et al. (2015) state that in coproduction research, "quantitative approaches can show the weight of influential factors" (p. 1349). The authors continue by pointing out the need for addressing the role of citizens in coproduction, and focus

not just on their role as a co-implementer, but also as co-designer and co-initiator. This typology is used in the online survey development to identify the citizens' role in public service delivery and to develop the coproduction typologies. Furthermore, Voorberg et al. (2015) describe the usefulness in researching the relationship between the diversity in citizens' role and the creation of public value. This dimension is also evaluated through the quantitative approach.

The coproduction research question aims to explain how public service delivery is approached at local level in the three case countries. The main constructs to be operationalized for this research question are: types of coproduction, factors that influence coproduction, and outcomes of coproduction. The levels of measurement for each construct are defined by the theory on coproduction and its outcomes. The values question is intended to address the creation and co-creation of public value within the same systems. The main constructs to be used for this analysis are types of coproduction (to reveal the correlation with public values), and types of public values (effectiveness, efficiency, accountability, equity, fairness, responsiveness, and public trust).

This section explores the following hypotheses:

H1: An open attitude towards citizen participation positively influences the outcomes of coproduction; and H2: A constant involvement in coproduction activities leads to the creation of public value at local level.

4.2.1 **Sampling**

Public institutions involved in public service delivery at regional, county, and municipal level in Czech Republic, Romania, and Slovakia represent the study population. The sampling frame is represented by public institutions that are engaged in coproduction processes at regional, county, and municipal level, and involved citizens in public service delivery. Online surveys were applied to local government officials and civil servants (political leaders and civil servants from local level with coproduction responsibilities, from city halls and local councils). A database was created with the following components: a. organization name; b. type of organization; c. representative person contacts.

The geographical location is given by the national boundaries of the three Central and Eastern European countries. Governance systems are chosen from multiple governmental sectors: education, public health, community safety, urban and rural development, social services, etc. The target of this project is to cover all types of decentralized local governments, depending on each country's administrative structure. The selection of organizations is based on their involvement in coproduction, on their interest of involving citizens in coproduction, and on their level of collaboration with other institutions having the common goal of serving the public interest (within various governmental sectors). The goal is to form a representative sample for the population using traditional probability random sampling techniques. The technique employed for this research study is random sampling. Teddlie and Yu

(2007) mention that random sampling is the most popular sampling technique and that a simple random sample "is one in which each unit (e.g. persons, cases) has an equal chance of being included in the sample, and the probability of a unit being selected is not affected by the selection of other units from the accessible population (i.e., the selections are made independently)" (p. 79). For the Czech Republic and Slovakia there was selected a random sample of 500 institutions to which surveys were sent via e-mail, through Qualtrics, together with periodical reminders and instructions. For Romania the sample size was 1,200 institutions.

Confidentiality is assured to participants and the IRB approval was obtained prior to the beginning of the study. The IRB exempt letters are in Appendices M and N.

4.2.2 **Online survey development and operationalization**

The online survey (Appendix O) is structured into three main sections: purpose, process, and outcomes. The section on *purpose* is intended to collect information related to the reason and general purpose for initiating, implementing, and designing a public service at local level. Information gathered should help determine the main goals of public service delivery, and the factors that determined the organization to pursue joint public delivery. The variables included in this section are: involvement in public service delivery, the number of collaborative initiatives, the

policy domain in which the organization activates in service delivery, and the reasons for coproduction involvement.

The second section refers to the *process* of coproduction. This is intended to answer the coproduction research question of this study. The variables included in this section are: actors involved in coproduction, citizens' role in delivering public services (initiator, designer, and implementer[3]), attitudes towards citizen participation, presence of incentives for collaboration, type of incentive, existence of a public consultation phase, reasons for citizen participation, tools used for citizen participation, tools used for inter-organizational collaboration. The goal of this question is to identify the types of coproduction (based on citizen participation), the factors that influence distinct types of coproduction, and the outcomes of coproduction.

The third section of the online survey evaluates the *outcomes* of coproduction. This is pursued through the measurement of variables such as: the level of success of coproduction, the level of achievement of organizational goals and mission, citizen participation, the creation of partnerships and networks, the level of trust between citizens and participant stakeholders, and the use of ICT tools. The creation of public value is expressed through the following public values listed in the survey: effectiveness, efficiency, accountability, equity, fairness, responsiveness, and public

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[3] This typology helps create coproduction typologies based on citizen participation (i.e. consumer, participative, and enhanced; See Section 3.2.1 of the Literature review)

trust. The public value scorecard (Moore, 2013) is used to evaluate the outcomes of coproduction and value creation and co-creation.

Finally, the demographic questions are based on identifying the respondent's gender, age, level of education, previous work experience in public, private, or non-governmental sector, number of years working in the institution, the institution's type, and community characteristics. The variable descriptions, their role and level of measurement is presented in Appendix P.

4.2.3 **Data analysis**

Data resulted from the application of the survey is analyzed through Stata 13.0, using descriptive statistics and ordered logistic regression. This calls for the use of demographic variables (as control variables), and other variables such as: types of coproduction, policy domain, reasons for coproduction, main actors, etc.

Regression analysis is a statistical modeling technique that estimates relationships between variables. Ordinal logistic regression is used to predict whether there are statistically significant effects of the independent variables on the ordinal dependent variables of the model. The data interpretation includes coefficient interpretation, predicted probabilities and marginal effects, to determine the change in probabilities for each scale of the dependent variable as the agreement varies towards the predictors included in the regression (Long & Freese, 2014).

4.3 Qualitative Approach

The second phase of this study is the qualitative one, which aims to bring clarifications to the data analysis and findings of the quantitative phase. The explanatory character of the overall sequential research design implies that this phase is carried after the quantitative phase is finalized.

This section covers all theoretical steps required to design a qualitative study: methods, design of the study, sample selection, data collection, data analysis, and validity and reliability (Merriam & Tisdell, 2015). It is intended to expand the knowledge on the quantitative phase and to offer a complete overview on the factors that influence governance processes such as political culture.

4.3.1 **Methods**

The multi-case study is the main method employed, because it seeks to create understanding around governance (Yin, 2009). Each country represents a case study, and within each case study document analysis and expert interviews are used. Case studies are holistic and context sensitive, as two of the main strategic themes of qualitative inquiry, and the purpose is "to gather comprehensive, systematic, and in-depth information about each case of interest" (Patton, 2002, p. 447).

Within each case, multiple methods will be used to extract the information of interest, also known as *case data* (Patton, 2002). The information needed to answer the political culture question includes local, national, and European documents in the

form of reports and national strategies that influenced the adoption of specific New Public Governance practices and led to the public-sector reform in the Czech Republic, Romania, and Slovakia. The outcome of document analysis is a table that chronologically presents major initiatives related to the administrative reform in the three countries since 2007 together with their effect at each level of governance. The main method employed for conducting document analysis is process tracing. Process tracing is a methodological approach that "is particularly well suited to answer 'why' and 'how' questions because it focuses on the causal conditions, configurations and mechanisms which make a specific outcome possible" (Blatter & Haverland, 2014, p. 59). The use of process tracing in this case is particularly relevant for tracing the evolution of New Public Governance-style reforms across a specific period, and drawing on their outcomes as a way of understanding why they were formulated as such. A concept-driven selection of documents was pursued with respect to their public governance orientation through various tools and strategies.

Expert interviews are employed to describe the main values and beliefs that drive citizen participation, coproduction, and public service delivery. The analysis seeks to explore the most relevant values and beliefs that drive citizen participation in public service delivery, what are the most important dimensions when referring to the afferent political culture, and the types of political culture that influence public service delivery in each state. The analysis also aims to identify themes, i.e. patterns in the data that are important and interesting, and contribute to explaining the theory or the identification of new concepts. Follow-up questions are included for experts to

answer, in relation to the quantitative phase of this study. The use of interviews as a secondary source of information ensures a complete representation of the way governance processes are undertaken and public values are created. The online surveys may pose some limitations in terms of depth of survey questions. Interviews are therefore able to cover these limitations, and add more expert opinions and justifications for the findings. These methods are used to ensure data triangulation.

4.3.2 **Sample selection**

The qualitative approach makes use of purposeful sampling, which "focuses on selecting information-rich cases whose study will illuminate the questions under study" (Patton, 2002, p. 230). The selection of documents is related to the extent to which they produce effects on public service delivery systems and coproduction, with a focus on serving the public interest. Within each country, experts were selected based on their level of expertise, availability, connection/interest to New Public Governance, and interest in being part of the study. There are two categories of experts: faculty and public officials. The identification of experts is the result of the snowball sampling technique, which involves a chain of different recommended informants.

4.3.3 **Data collection**

As previously stated, within each case study the research will make use of document analysis and interviews. Data triangulation is relevant to case study research, because it improves its validity and credibility (Yin, 2009; Eisner, 1991). Triangulation in social sciences is used to describe the multiple methods and measures of an empirical phenomenon and can also improve the accuracy of researcher's judgments, by "collecting diverse kinds of data bearing on the same phenomenon" (Jick, 1979, p. 602).

4.3.4 **Document analysis**

Document analysis is an unobtrusive and non-reactive method and is used to create the framework for additional analysis employed through interviews.

> "Document analysis is a systematic procedure for reviewing or evaluating documents- both printed and electronic (computer-based and Internet-transmitted) material" (Bowen, 2009, p. 27).

According to Bowen (2009), documents have a huge value in case study research. Merriam (1988) pointed out that "documents of all types can help the researcher uncover meaning, develop understanding, and discover insights relevant to the research problem" (p. 118). Moreover, there are certain advantages to considering document analysis, given that qualitative data requires robust data collection techniques. First, documents provide data on the context within which participants operate, and they provide both background information and political insight (Bowen,

2009). Documents therefore help understand the political context in which public sector organizations operate. Documents also guide the researcher towards what questions should be asked or what situations should be observed (Bowen, 2009). Nevertheless, they are an efficient way to track change and development, and enable the researcher to compare them to identify changes (Bowen, 2009). This is particularly relevant for New Public Governance practices, because tracing the evolution of public administration reforms in each country of interest, provides understanding on where the country stands today, and why certain phenomena still manifest at various layers of governance. The types of documents that are gathered and analyzed are the following: strategies for developing a smart administration, digital literacy strategies, strategic frameworks for the development of public administration, strategies for education policy, strategies for civil service development and training, and open government partnerships and platforms for collaboration. Documents were translated in English using Google Translate.

4.3.5 **Interviews**

Bogner and Menz (2009) state advantages for expert interviews and their use for both quantitative and qualitative oriented research projects. Expert interviews can serve to establish an initial orientation in a field that is either substantively new or poorly defined and therefore assist in developing a clearer idea of the problem (Bogner & Menz, 2009). Furthermore, the authors considered expert interviews as a reliable

tool with good practical value (Bogner & Menz, 2009). The use of expert interviews is justified from an epistemological standpoint by the "development of new socio-cultural forms of knowledge production [that requires] negotiation within plural, heterogeneous discourse communities, and networks of experts" (Bogner & Menz, 2009, p. 27).

Berg (2014) has created a typology of interview structure as a continuum of formality. He refers to standardized interviews, where there are no deviations from question order and no clarifications or additional questions (Berg, 2014). Semi-standardized (semi-structured) interviews are structured, the wording of questions is flexible, and the interviewer may answer questions and make clarifications (Berg, 2014). Finally, Berg (2014) presents the third typology- the unstandardized interviews that are completely unstructured and open to changes. For this research study, semi-structured/ semi-standardized 30-minute Skype interviews were conducted. Interview transcripts are developed based on the audio-records.

4.3.6 **Data analysis**

The expected data types that come out of the data collection process are interview transcripts, and text/ content originally produced in official documents. Document analysis data are structured chronologically and categorized for each country. Interviews are also categorized. A deductive analysis that seeks to link the conceptual analytical framework to New Public Governance practices is employed.

Integration of theory in practice is characteristic to a deductive approach (Hseih & Shannon, 2005).

Process tracing is used for analyzing documents, and "involves tracing causal mechanisms that link causes (X) with their effects (i.e. outcomes) (Y)" (Beach, 2016, p. 463). Process tracing is part of an attempt to align methodology to ontology (Hall, 2003). The author also points to the importance of considering 'timing', 'interaction effects', and 'contexts', while pursuing process tracing (Blatter & Haverland, 2014). Furthermore, this method had the power to move beyond the comparative method in analyzing comparative case studies, and to identify causal processes that are determined by political outcomes (Hall, 2004). In the context of process tracing, Blatter and Haverland (2012) identified three distinct types of causal-process observations: "comprehensive storylines, smoking-gun observations and confessions" (pp. 110-119). Comprehensive storylines aim to make a difference between various parts of the overall process and to shape some critical moments that define the process (Blatter & Haverland, 2014). Using a narrative style, which incorporates elements of temporality, is the first step towards conducting process analysis. The second element is represented by the smoking-gun observations. This represents a metaphor that "refers to the temporal contiguity between the observation that points to a specific cause and other observations that provide evidence about the consequence(s) of the cause" (Blatter & Haverland, 2014, p. 68). Confessions of various actors or statements can bring deeper insights into their motivations and actions, and complement smoking-gun observations with the purpose of justifying the actions of the actors

involved and draw conclusions on the process dynamics (Blatter & Haverland, 2014). This study uses process tracing at macro level, meaning that it analyzes how structural shifts within each country case study lead to reform change. This process makes use of a narrative storyline to highlight the timing of the identified New Public Governance-style reforms with the purpose of explaining why and how policy change happened and what steps were pursued for achieving the present reform outcomes.

Content analysis is employed as a data reduction technique for transcripts resulted from expert interviews. Content analysis is "a systematic, replicable technique for compressing many words of a text into fewer content categories based on explicit rules of coding. It has the attractive features of being unobtrusive, and being useful in dealing with large volumes of data" (Stemler, 2011, p. 5). Another advantage of content analysis is that it is cost-effective (Stemler, 2011). Content analysis is often used to "refer to any qualitative data reduction and sense-making effort that takes a volume of qualitative material and attempts to identify core consistencies and meanings" (Patton, 2002, p. 453). These core meanings are oftentimes referred to as patterns and themes. This logic differentiates between pattern and theme analysis (Patton, 2002). Identifying patterns and themes is an inductive process, while the final stage of the qualitative analysis is deductive. This process therefore includes deconstructing and reconstructing the data, with the purpose of identifying similar perspectives, new concepts, but also contrary findings. The research uses thematic maps created in Nvivo 12.0 to visually represent the themes, codes, and the

relationships between them. They are useful in terms of identifying coherent, but also distinctive themes (Braun & Clarke, 2006).

The technique is based on directed coding (theory-based codes) and emergent coding. The coding process will lead to the identification of the dominant political values and beliefs that drive coproduction, as well as the type of political culture present in each case. The following coding scheme presents the possible coding categories:

Table 5. Potential Coding Scheme

Code	Description
Parochial culture (Political culture section)	Type of culture in which citizens are mostly uninformed and unaware of their government and take little interest in in the political process (Almond & Verba, 1963)
Subject culture (Political culture section)	Type of culture in which citizens are somewhat informed and aware of their government and occasionally participate in the political process (Almond & Verba, 1963)
Participant culture (Political culture section)	Type of culture in which citizens are informed and actively participate in the political process (Almond & Verba, 1963)
Political values (Political culture section)	Emergent coding
Governance principles (Political culture section)	Rule of law, regulatory quality, control of corruption, strengthening democracy, voice and accountability, promoting transparency and capacity in public administration, government effectiveness (The World Bank, UNDP)
Citizen participation (Coproduction section)	The role of citizens (Voorberg et al., 2015)
Consumer coproduction (Coproduction section)	The aim is user empowerment (Osborne & Strokosch, 2013)
Participative coproduction (Coproduction section)	The aim is user participation (Osborne & Strokosch, 2013)
Enhanced coproduction (Coproduction section)	The aim is user-led innovation (Osborne & Strokosch, 2013)
System level (Political culture section)	Citizen support, feelings of national pride, popular legitimacy (Almond, Powell, Dalton & Strøm, 2008)
Process level (Political culture section)	What the public expects of the political process (Almond, Powell, Dalton & Strøm, 2008)
Policy level (Political culture section)	Appropriate role of government, expectations regarding its functioning (Almond, Powell, Dalton & Strøm, 2008)

Emergent codes are those ideas, concepts, actions, meanings, and relationships that come up in the case data and are different than the theory-based codes. These codes help in refining the coding scheme, and in better organizing the data. The codes also contribute to establishing the main themes that emerge from the qualitative data.

4.3.7 **Data quality**

Linking the philosophy to the epistemology and methodology of the study is a constant concern of the study, so that logical linkages are easy to identify by the audience. Qualitative data research provides some standards for measuring the quality of a good qualitative approach to a research study. Creswell (2007) mentions some of the characteristics that ensure data quality: rigorous data collection procedures, detailed methods, data analysis, and report writing, the analysis of multiple levels of abstraction, including the concept of verisimilitude in a clear and engaged writing. Furthermore, Creswell (2007) mentions that a good qualitative study is ethical through all phases of the research study. Quality of data has also been assigned to its validity. Validity is defined as "the state or quality of being sound, just, and well founded" (Random House Webster's Unabridged Dictionary, 1999). Whittemore, Chase and Mandle (2001) re-conceptualize the concept of validity and add a differentiation between primary criteria for validity and secondary criteria. The first category includes credibility, authenticity, criticality, and integrity (Whittemore et al., 2001).

Secondary criteria for validity include vividness, creativity, explicitness, congruence, sensitivity, and thoroughness (Whittemore et al., 2001).

The researcher seeks to address all criteria for data quality across the research study. In terms of study design triangulation is used, together with giving voice to experts, and practitioners. For data generation, the researcher demonstrates prolonged engagement, and persistent observation. This phase provides verbatim transcriptions of case data. During the analytic phase, data analysis decisions are articulated, and the use of memos is considered. All these techniques aim to insure the study's validity.

4.3.8 **Ethical considerations**

According to Creswell (2007) ethical considerations should go beyond the researcher simply seeking and obtaining permission of institutional review boards. Ethical considerations are therefore related also to the role of the researcher as insider/ outsider to participants, "assessing issues that may be fearful of disclosing, establishing supportive, respectful relationships without stereotyping and using labels that participants do not embrace, and acknowledging whose voices will be represented in the final study" (Creswell, 2007, p. 56). The author reveals that the "researcher is sensitive to vulnerable populations, imbalanced power relations, and placing participants at risk" (Creswell, 2007, p. 56).

There are no specific ethical considerations that might negatively influence the persons employed for this study. Nevertheless, the research focuses on preventing

ethical issues prior to conducting the study, and while collecting, analyzing, and reporting data. The procedure for the Institutional Review Board is included, and a site of study in each country is selected through local approvals and "gatekeepers". The research site does not raise power issues with researchers. Appropriate consent is obtained from experts, as they will get information about their role and the purpose of the study. Their identity is kept confidential. While collecting data, leading questions are avoided, sensitive information is not disclosed, and the researcher refrains from sharing personal impressions. With respect to data analysis, multiple perspectives will be reported together with contrary findings. The researcher aims to use appropriate language for audiences of the research and to make sure to share the theoretical and practical results of the study.

4.4 Limitations of the Study

The explanatory study design has some specific limitations in terms of time, decisions about which quantitative results need further explanation, decisions about who to sample, and what criteria is used for the sample selection of the qualitative phase (Creswell & Clark, 2011). Research may prove to be time consuming, given the two phases of the design and their timing. Following the dissertation completion plan and meeting the established deadlines is therefore a constant concern of this study. The possibilities of generalization of findings to the study population are dependent on the quality of the sampling techniques. However, probability random sampling is a

technique used for quantitative studies and should be able to ensure representativeness. Another limitation is the translation and interpretation of specific state-level documents. In this case experts might be asked to clarify some translation and interpretation aspects. Overall, the discussion on limitations will continue as the study moves along. Addressing present and emergent limitations is an important concern of the researcher, to ensure data quality, validity, reliability, representativeness, and generalizability.

Chapter 5

NEW PUBLIC GOVERNANCE IN THE CZECH REPUBLIC

5.1 Introduction

This chapter presents the findings of the study for the Czech Republic. It begins with the quantitative analysis of the online survey, followed by the clarifications expressed using qualitative data. The evolution of public administration and governance reform and political culture characteristics since the country is part of the European Union are traced, as a means of explaining the sequential study design, using document analysis and expert interviews.

5.2 Quantitative Phase

This section discusses data analysis and findings from 128 surveys completed by local public institutions and municipalities in the Czech Republic. The surveys were distributed via e-mail to a sample of 500 public institutions and municipalities, using the program Qualtrics. Data collection took place between December 2017-March 2019. The survey e-mail contained an explanation letter that described the main concepts, the structure of the survey, and presented instructions for completion. The response rate is 25.6%. Stata version 13.0 was used for data analysis. The findings

begin by presenting the demographic data of the survey, and continue with following the structure of the survey (purpose, process, outcomes), and the research questions and hypotheses. Appendix A presents demographic data and percentage distribution for Czech respondents. Appendix P presents the variable descriptions, their roles, and levels of measurement.

5.2.1 **Descriptive analysis**

5.2.1.1 **Purpose**

This section presents the descriptive analysis of the survey section related to the purpose of coproduction. It indicates data related to policy domains in which coproduction was employed, the reasons for becoming involved in coproduction, and the overarching purpose of coproduction.

The following table (Table 6) presents the number of respondents that activated in coproduction activities for each policy domain. Most respondents were involved in coproduction for rural development, social services/assistance, welfare, and education[4].

[4] Respondents were asked to indentify the policy domains in which they activated for the delivery of public services; they were asked to choose 'yes', 'no', or 'I don't know' for each policy domain; Table 8 presents the distribution for 'yes' answers.

Table 6. Policy Domain Response Distribution

Policy domain	Obs.
Health	10
Education	30
Local environment	23
Economic development	4
Participatory budgeting	8
Information technology (IT)	3
Community safety	17
Social services/ assistance	37
Urban regeneration	19
Rural regeneration	11
Welfare	34
Urban development	13
Rural development	40
Culture and diversity	8

Based on the statistical analysis of frequencies and percentages for the variable 'reasons for coproduction', it can be noticed that most of respondents agree to the fact that they got involved in coproduction activities mainly: (1) to improve service quality (59 respondents) and to increase the involvement of citizens/ users (59 respondents) (2) to build citizens trust in the organization (58 respondents), and (3) to gain customer satisfaction (57 respondents). The variables are measured on a scale level from 1=total agreement to 5=total disagreement.

Table 7. Descriptive Statistics for Reasons for Coproduction

Variable: Reasons for coproduction	Obs.	Mean	Std. Dev.	Min.	Max.
To cut budget expenditures and costs	57	2.56	1.16	1	5
To increase productivity	57	2.40	1.04	1	5
To build citizens trust in our organization	58	1.84	0.96	1	5
To improve effectiveness, outcomes, and achieve greater value for money	55	2.52	1.13	1	5
To improve service quality	59	1.69	0.74	1	4
To increase involvement of citizens or users	59	1.76	0.67	1	3
To have access to European funding	57	2.80	1.14	1	5
To improve local governance	56	2.67	1.08	1	5
To gain customer satisfaction	57	1.80	0.83	1	5

Respondents agreed to the fact that the most important purpose of the latest coproduction effort in their public institutions was ensuring a working environment that encourages participation and guarantees that community interests are represented. This is associated to New Public Governance-style outcomes. A percentage of 40% of respondents mentioned that the latest coproduction activity was aimed for reducing costs, increase effectiveness in public service delivery, and develop the community. This goal is part of the New Public Management approach. Only 5% of respondents stated that the goal of coproduction is to ensure a legal framework that guarantees equality and protection, a purpose related to the Neo-Weberian State propositions.

5.2.1.2 **Process**

This survey section analyzed the way coproduction is approached as a process, therefore pointing to the main actors involved, the roles that citizens played in coproduction, attitudes towards citizen participation, incentives for collaboration**,** reasons for citizen participation, and types of tools used for engagement.

Table 8 presents the actors involved in coproduction. They are represented, according to respondents from Czech public institutions, by other local public institutions (34 observations), NGOs and think tanks (33 observations) citizens (32), and schools (22). The least represented categories in coproduction efforts are representatives of local minorities (3 observations) and representatives of central government (3 observations).

Table 8. Actors Reponse Distribution

Actors	Obs.
Representatives of local public institutions	34
Representatives of central government	3
Private companies/ business sector	16
NGOs (foundations, associations, councils, etc.) and think tanks	33
Representatives of local minorities	3
Representatives of higher education institutions/ Universities	4
Citizens	32
Churches	16
Schools	22

When asked about the role that citizens played in delivering public services with the help of the public organization, 28 respondents mentioned that citizens acted as initiators (co-initiators) of the public service, while only 5 respondents said that citizens were designers (co-designers) of the service. Thirteen respondents mentioned that citizens had a role in implementing the public service, therefore becoming implementers (co-implementers) of the public service. Also, 14 respondents indicated that citizens played no role in coproduction. This variable points to the most popular forms of coproduction that are embedded in the Czech public service delivery systems.

Most attitudes towards citizen participation are positive and indicate an elevated level of openness and compatibility of citizen participation with the goals of coproduction initiatives and public service delivery. As such, 92% of the respondents believe that their organization has an open attitude towards citizen participation, and 88% believe that their organization is compatible with citizen participation. A percentage of 86% of respondents believe that their organization constantly seeks consultation and provides information to citizens. However, 33.33% of respondents partially agree and agree to the fact that citizens are not interested in becoming engaged in public service delivery, while 16% partially agree that citizens don't possess the knowledge and skills needed for the organization.

The following table (Table 9) presents the descriptive statistics for the set of variables related to respondents' attitudes towards citizen participation. The variables are measured on a scale level with responses ranging from 1=total agreement to 5=total disagreement.

Table 9. Descriptive Statistics for Attitudes Towards Coproduction

Variable: Attitudes towards coproduction	Obs.	Mean	Std. Dev.	Min.	Max.
My organization is compatible with citizen participation	50	1.66	0.91	1	5
My organization has an open attitude towards citizen participation	50	1.56	0.92	1	5
My organization constantly seeks consultation and provides information to citizens	50	1.74	0.89	1	4
Citizen participation can make a significant difference in reaching our goals	49	1.63	0.80	1	4
Involving citizens would expose our organization to different risks	49	3.9	0.93	2	5
Citizens are not interested in becoming engaged in public service delivery	51	3.1	1.05	1	5
Citizens do not possess the knowledge, skills, and attitudes needed for our organization	50	3.5	0.99	2	5

When asked about whether the latest coproduction initiative offered incentives for collaboration, 22 respondents (44%) mentioned that the institution offered incentives, 10 respondents (20%) mentioned that they didn't offer any incentives, while 18 of them do not know (36%).

When questioned about whether coproduction usually includes a public consultation phase, 15 respondents mentioned that the latest coproduction initiative involved a public consultation phase (30.61%), while 25 respondents (51.02%) stated that there was no such consultation. A number of 9 respondents were not aware of this situation (18.37%).

The most important reasons for involving citizens in coproduction are the following: (1) for obtaining public feedback on analysis, alternatives, and decisions (26 respondents), (2) for partnering with citizens in each phase of the public policy

process (20 respondents), and (3) for ensuring constant consistency in understanding public issues (7 respondents), and for placing decision-making in their hands (7 respondents).

Tools that are frequently used for engaging citizens in public service delivery are (1) websites (40 respondents), (2) facts sheets and public meetings (both with 27 respondents), and (3) public comments (22 respondents).

5.2.1.3 **Outcomes**

The outcomes survey section provides the distribution of answers for the statements related to coproduction outcomes, public values, impacts, and components of the public value scorecard.

For statements related to outcomes of coproduction, respondents were asked to determine their level of agreement with the following statements that are related to the outcomes of the latest coproduction initiative in their public institution.

Table 10. Descriptive Statistics for Outcomes of Coproduction

Variable: Outcomes of coproduction	Obs.	Mean	Std. Dev.	Min.	Max.
The service delivery has been a success	43	1.83	0.75	1	4
Most of the decisions reflect the public interest	43	1.83	0.65	1	3
The coproduction process helped us achieve our mission and goals	42	1.85	0.75	1	3
The coproduction process contributed to increased public participation of local stakeholders in the policy making process	42	2.11	0.80	1	4
The coproduction process contributed to the creation and development of partnerships and networks with local stakeholders for a better local governance	42	2.28	0.80	1	4
The service delivery increased transparency and responsiveness towards citizens' needs	42	2.04	0.76	1	4
The service delivery helped develop creative solutions and innovative initiatives	42	2.38	0.79	1	4
The service delivery increased the level of trust between citizens and participant stakeholders	42	2.07	0.77	1	3
The service delivery included the use of ICT tools	42	2.71	1.15	1	5

Most respondents believe that most decisions reflect the public interest (86.04%), and that the service delivery has been a success (83.72%). They consider that the coproduction process helped them achieve their mission and goals (78.57%), and that the service delivery increased transparency and responsiveness towards citizens' needs (78.57%).

The public values that were emphasized in the latest coproduction initiative are: (1) equity (36 respondents identified it), (2) effectiveness (35 respondents identified it), and (3) efficiency and fairness (34 respondents for each value).[5]

When asked to evaluate the impacts of coproduction, 72.2% and respectively 69.44% of respondents totally and partially agree to the fact that the service delivery proved standing with individuals in polity and formal authorizers. When assessing the extent to which the service delivery was aligned with citizens' values and were involved in coproduction, 61.11% totally and partially agreed that this is the case. These are the three most important categories of impacts, according to the percentage distribution. Table 11 presents the descriptive statistics for this variable.

[5] Respondents were asked to choose (yes/ no/ I don't know) whether their latest coproduction activity emphasized any of the listed values. They could identify more than one value.

Table 11. Descriptive Statistics for Impacts of Coproduction

Variable: Impacts of coproduction	Obs.	Mean	Std. Dev.	Min.	Max.
The service delivery was aligned with values articulated by citizens	36	2.33	0.92	1	5
The service delivery included neglected values with latent constituencies	35	2.65	1.05	1	5
The service delivery proved standing with formal authorizers	36	2.11	0.85	1	4
The service delivery proved standing with individuals in polity	36	2.11	0.97	1	5
The service delivery contributed to the democratic political discourse	36	2.47	0.94	1	5
The service delivery had media coverage	36	2.41	0.99	1	5
Key legislatives and public policy proposals supported the organization	36	2.80	0.88	1	5
Citizens were involved as co-producers in public service delivery	36	2.27	0.94	1	5

Table 12 indicates the impact components that are related to operational capacity improvements in respondents' organizations, because of coproduction service delivery. Therefore, the main component that heavily improved is quality of outputs (with 63.89% of respondents agreeing with this). The next components are the quantity of outputs (55.56% respondents pointed to this), and the human resource component (employees and volunteers), with 44.44% of respondents indicating this improvement.

Table 12. Percentage Distribution for Operational Capacity

Operational capacity	Improvement (Yes)
Flow of resources to the organization	35.14%
Human resources (employees and volunteers)	44.44%
Quality of operational performance	41.67%
Organizational learning	36.11%
Internal resource allocation	22.22%
Performance measurement and management systems	20%
Quantity of outputs	55.56%
Quality of outputs	63.89%

5.2.1.4 **Hypotheses, measurement, and regression analysis**

The following hypotheses are formulated to answer the coproduction and the values question, through the use of quantitative methods: H1: An open attitude towards citizen participation positively influences the outcomes of coproduction, and H2: A constant involvement in coproduction activities leads to the creation of public value at local level. The hypotheses are analyzed and interpreted by using Stata 13.0 through ordinal logistic regressions and predicted probabilities. Using ordinal logistic regressions is justified by the structure of the outcome/ dependent variables (outcomes of coproduction and impacts of coproduction): they have a meaningful order, are measured at a scale/ interval level, and have more than two categories. Appendix Q presents the correlation matrix and collinearity diagnostics for the predictors. The

variables are not correlated, since the VIF values are satisfactory (1=not correlated; between 1-5=moderately correlated; greater than 5=highly correlated). The mean VIF value for H1 predictors is 1.57; the mean VIF value for H2 predictors is 1.61. The correlation matrix indicates that the *r* is less than 0.8, therefore the models do not show multicollinearity. All regression diagnostics are within normal values.

H1: The dependent variable 'outcomes' that is used in this regression is measured on a scale from 1-5, where 1=total agreement and 5=total disagreement. Its values were computed by adding the values for three statements related to coproduction outcomes: 'The service delivery has been a success', 'Most of the decisions reflect the public interest', and 'The coproduction process helped us achieve our mission and goals'. The scale that results from this was transformed into a new scale variable 'out' that has the following values: 1=agree, 2=neutral, 3=disagree. This becomes the model's dependent variable.

The statements regarding attitudes towards coproduction represent the independent variables. All variables are measured at scale level, on a scale from 1 to 5, where 1=total agreement, and 5=total disagreement. The independent variables used are: (1) My organization is compatible with citizen participation, (2) My organization has an open attitude towards citizen participation, (3) My organization constantly seeks consultation and provides information to citizens, (4) Citizen participation can make a significant difference in reaching our goals, (5) Involving citizens would expose our organization to different risks, (6) Citizens are not interested in becoming engaged in public service delivery, (7) Citizens do not possess the knowledge, skills,

and attitudes needed for our organization. Three control variables were included in the analysis: age, gender, and level of education. Table 13 indicates the ordered coefficient values, their level of significance, and the standard errors. The Pseudo R-Squared for the model with control variables indicates that 31.8% of the variation of the dependent variable is explained by the predictors and control variables. The Pseudo R-Squared for the model without control variables is 17.3%. This difference is explained by the fact that control variables are carrying a lot of weight in the prediction and they control for more factors. Control variables such as age, gender and level of education are sought to influence respondents' level of agreement related to positive coproduction outcomes.

Table 13. Ordinal Logistic Regression H1

Dependent variable: Outcomes of coproduction	Without control variables	With control variables
My organization is compatible with citizen participation	1.125	-0.045
	(0.701)	(0.769)
My organization has an open attitude towards citizen participation	0.919	3.420**
	(0.935)	(1.315)
My organization constantly seeks consultation and provides information to citizens	-1.037*	-2.315**
	(0.598)	(0.923)
Citizen participation can make a significant difference in reaching our goals	0.268	-0.314
	(0.536)	(0.693)
Involving citizens would expose our organization to different risks	0.052	-0.949
	(0.498)	(0.685)
Citizens are not interested in becoming engaged in public service delivery	0.080	0.535
	(0.455)	(0.629)
Citizens do not possess the knowledge, skills, and attitudes needed for our organization	-0.359	-0.898
	(0.445)	(0.690)
Observations	40	30
Pseudo R Squared	0.173	0.318

Significance levels: *** p<0.01 **p<0.05 *p<0.1
Control variables: Age, gender, level of education.

Table 13 provides two significant coefficients at 0.05 level for the following statements/ variables: 'my organization has an open attitude towards citizen participation' (3.240), and 'my organization constantly seeks information and provides information to citizens' (-2.315). These logit coefficients are interpreted as the changes that occur in log-odds in one category (i.e. agree) with a one-unit increase in the independent variable, holding all other variables constant. Therefore, a one-unit increase in agreeing rather than disagreeing that the organization has an open attitude towards citizen participation is associated with a 3.420 increase in positive coproduction outcomes, holding all other variables constant. However, a one-unit increase in agreeing rather than disagreeing that the organization constantly seeks consultation and provides information to citizens is associated with a 2.315 decrease in positive coproduction outcomes, holding all other variables constant. This finding is contradictory to the theory, pointing to a negative relationship between variables, and potential problems with the provision of information and consultation with citizens in terms of coproduction outcomes dimensions.

Coefficients are also interpreted based on predicted probabilities and marginal effects. The use of predicted probabilities in ordered logistic regressions is more accurate and easy to understand than coefficient and odds ratio interpretation, according to Long and Freese (2014). Interpreting marginal effects given an effect on the probability (moving from 0 to 1), when the dependent variable increases by one unit. For this regression, the change in probability of respondents agreeing rather than disagreeing with positive coproduction outcomes is 45.10%, holding all other

variables constant at their mean values. The change in probability of respondents having a neutral answer related to positive coproduction outcomes is 50.60%, while the change in probability of respondents disagreeing with positive coproduction outcomes is 4.29%, holding all other variables at their mean values.

H2: This hypothesis emphasizes the relationship between the reasons for a public institution to become involved in coproduction activities and the impacts of coproduction, more specifically the extent to which public value was created, as the goal. All variables are measured on a scale level (1=total agreement and 5=total disagreement). The dependent variable is 'impacts of coproduction', and it has been computed by adding the interval values of three impact-related statements: Impacts_3 'The service delivery proved standing with formal authorizers', Impacts_4 'The service delivery proved standing with individuals in polity', and Impacts_8 'Citizens were involved as co-producers in public service delivery'. Based on this scale, a new dependent variable 'imp' was created, measured on a scale level from 1-3, where 1=agree, 2=neutral and 3=disagree.

The **independent variables** included for each model are: (1) to cut budget expenditures and costs, (2) to increase productivity, (3) to build citizens trust in our organization, (4) to improve effectiveness, outcomes, and achieve greater value for money, (5) to improve service quality, (6) to increase the involvement of citizens or users, (7) to have access to European funding, (8) to improve local governance, and (9) to gain customer satisfaction. Age, gender, and level of education are the three control variables included in the regression. The predictors account for 39.6% of the

variation of the dependent variable for the model with control variables. The Pseudo R-Squared for the model without control variables is 16%. The difference is given by the fact that control variables are carrying a lot of weight in the variation of the dependent variable and overall prediction.

Table 14. Ordinal Logistic Regression H2

Dependent variable: Impacts of coproduction	Without control var.	With control variables
To cut budget expenditures and costs	-1.021	-1.422*
	(0.628)	(0.727)
To increase productivity	0.710	0.849
	(0.683)	(0.898)
To build citizens trust in our organization	0.500	0.155
	(0.443)	(0.593)
To improve effectiveness, outcomes, and achieve greater value for money	-0.557	-0.313
	(0.548)	(0.764)
To improve service quality	0.496	0.193
	(0.565)	(0.712)
To increase the involvement of citizens or users	0.012	0.179
	(0.716)	(0.917)
To have access to European funding	-0.129	-0.904

	(0.588)	(0.809)
To improve local governance	1.098*	3.100**
	(0.608)	(1.081)
To gain customer satisfaction	-0.223	-0.540
	(0.646)	0.790
Observations	30	27
Pseudo R Squared	0.160	0.396

Significance levels: *** p<0.01 **p<0.05 *p<0.1
Control variables: Age, gender, level of education.

The ordered logistic regression table (Table 14) indicates one positive association between the level of agreement with becoming involved in coproduction for improving local governance and positive impacts of coproduction. As such, the coefficient on 'to improve local governance' shows the log-odds of agreeing rather than a more disproving answer that positive coproduction impacts are 3.1 higher for a one-unit increase, holding all other variables constant. The probability of agreeing to positive coproduction impacts is 25.59%, while the probability for having a neutral position in terms of positive coproduction impacts is 73.2% holding all other variables constant at their mean values. The probability of disagreeing to positive coproduction impacts is 3.19%, holding all other variables constant at their mean values.

5.2.1.5 **Findings and conclusions of the quantitative part**

The first research question seeks to understand how is public service delivery employed in the Czech Republic. This is assessed through identifying the types of coproduction that exist at local level through a citizen participation perspective, by pointing to the roles of citizens in coproduction. Moreover, the study seeks to identify the factors that influence coproduction activities at local level within public service delivery systems.

The quantitative analysis reveals that 21.9% of respondents consider citizens as initiators or co-initiators of the public service. According to the conceptual framework, this paper distinguishes between three types of coproduction (that can be viewed on a coproduction continuum): a. consumer coproduction, where citizens act as implementers or co-implementers, and the aim is user empowerment; b. participative coproduction, where citizens are designers or co-designers of the public service, and the ultimate goal is user participation; c. enhanced coproduction, where citizens are co-initiators or initiators, and the aim is under-led innovation (Osborne & Strokosch, 2013; Voorberg et al., 2014).

The analysis indicates that local public institutions, as part of Czech public service delivery systems mostly involve citizens in initiating public services and policies based on their needs. Citizens therefore are users that both formulate and develop strategic policies and activities that challenge the traditional way of delivering services. Only 10.2% of respondents agreed that citizens are implementers and co-

implementers of the public service, this pointing to a form of consumer coproduction. Participative coproduction is the least frequent type of coproduction, where citizens design the strategic and operational model of public service delivery (3.9% of respondents).

With respect to the factors that influence coproduction activities at local level in the Czech Republic, the study used one hypothesis to better test some assumptions (H1)[6]. Because of the coefficient and predicted probabilities interpretation, an open attitude towards citizen participation positively influences the outcomes of coproduction, in terms of the success of the service delivery process, decisions that reflect the public interest, and achieving organizational mission and goals. Also, the probability of respondents of agreeing rather than a lower disproving answer to positive coproduction outcomes is high (45.10%).

When considering what are the actual outcomes of coproduction activities in Czech public service delivery systems, the study seeks to find how is value creation and co-creation approached, what are the public values emphasized, and what is the relationship between coproduction and the creation of public value (H2[7]). Respondents selected the main values that were emphasized by coproduction process

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[6] H1: An open attitude towards citizen participation positively influences the outcomes of coproduction

[7] H2: A constant involvement in coproduction activities leads to the creation of public value at local level

as follows: (1) equity (36 respondents, 28.15%), (2) effectiveness (35 respondents, 27.34%) and (3) efficiency and fairness (34 respondents for each, 26.56%). When considering the relationship between coproduction and public values, the regression analysis included the reasons for becoming involved in coproduction activities and impacts of coproduction. As a result, organizations that got involved in coproduction for improving local governance are associated with positive coproduction impacts. This includes covering aspects related to general citizenry, taxpayers, clients, increasing transparency in government operations, and increasing effectiveness of procedures (Moore, 2013). The probability of respondents agreeing rather than disagreeing with positive coproduction impacts is 25.59%, holding all other variables constant at their mean values. The tools that are frequently used for citizen engagement are websites (40 respondents), facts sheets and public meetings (both with 27 respondents), and (3) public comment (22 respondents).

5.3 Qualitative Phase

Understanding how the type of political culture is informing/ reflective of public service delivery is the main purpose of the qualitative analysis. This is pursued through interview (content data) analysis and process tracing. While interviews seek experts' opinions on the connections between political culture, coproduction and the creation of public values, together with providing feedback on the quantitative

findings, process tracing considers the causal mechanisms that determine specific central level strategies' outcomes.

5.3.1 **Interview analysis findings**

5.3.1.1 **Data analysis process**

Content data analysis began with transcribing and coding the interviews in Nvivo 12.0. The interviews were coded twice to ensure code accuracy and completeness. Two coding strategies were adopted: directed (theory-based) and emergent coding. The list of directed codes is in one presented in Chapter 4 (Methodology). While conducting directed coding, the researcher generated emergent codes as well, for patterns in the data that stand out and add a certain relevance and significance to the research question and interview questions. Theme identification is the next step, and with the help of Nvivo's mind-mapping tool, the researcher created a thematic map (Appendix C). Each theme was then assigned a name and a description and, for each theme, other sub-themes were defined. The last step of the data analysis includes interpreting and reporting the data with appropriate transcript evidence and expert quotations.

The experts that participated in this qualitative study are three faculty members specialized in public administration from two Czech universities and one

expert on governance at central level. The semi-structured interview guide is presented in Appendix A. The average duration of all Skype interviews was 30 minutes.

5.3.1.2 **The coding process**

Coding the data meant organizing it in a significant, systematic, and meaningful way, based on the list of directed codes. The researcher included also emergent codes for ensuring consistency of patterns and a better representation of new patters. Using Nvivo's codebook creation tool, the researcher designed a codebook with the codes/ nodes names and their definition/ description (Appendix B).

The following codes were included in the analysis and interpretation: political values, reform change, subject culture, smart administration, self-governance, political orientation, policy evaluation, participative coproduction, participant culture, parochial culture, New Public Management, New Public Governance, fragmented culture, enhanced coproduction, coproduction success, and consumer coproduction. The system, process, and policy level themes (pre-determined) were used for categorizing the emergent and directed codes. For ensuring data validity and reliability, the researcher tested the meaningfulness, completeness and accuracy of categories.

5.3.1.3 **Theme creation**

Theme creation and categorization was based on classifying certain codes based on pattern significance and meaningfulness in relation to the theory and literature. Specific sub-themes were also identified and they will be discussed in each

theme section, together with their connection to the main concept. Three main themes were pre-determined as a result of content analysis and they are directly related to the main concept- political culture: the system level, the process level, and the policy level. These themes refer to distinct characteristics of Czech political culture, and they are also related in providing a complete overview on political and policy processes.

The first theme is the system level and includes specific political orientations that define Czech society and citizenry, structural reforms that contributed to public administration and governance development, and aspects related to the factors that create a fragmentation in the Czech society. This theme is related also to political values and the influence of the external environment on Czech policymaking.

The process level theme is the second category that is determined from data analysis and it provides an insight on the role of citizens and their expectations on how politics should happen and how policymaking should be conducted. This theme includes a discussion on various categories of citizens (parochials, subjects, and participants), and the role that trust plays in defining their relationship with governments.

The policy level theme is the third pre-determined (directed) theme, and is related to the role of governments and certain expectations regarding their functioning in terms of outputs or process features. Experts provided their opinions on how New Public Management and New Public Governance are being understood and implemented at central and local level. This theme includes also a discussion on what

mechanisms do governments use at central level (smart administration), and local level (self-governance) for bringing citizens closer to governments.

The analysis concludes with a discussion on the data interpretation and how it contributes to the development of further research on the topic, and the connection to the literature.

5.3.1.4 **Content analysis findings**

Theme 1: The system level

The system level theme includes values and attitudes related to the organization of the political system. For the Czech Republic, this translates into discussing the major values that have an impact on political culture, and the main reforms that led to transitioning to governance. While other countries are believed to have a transitional political culture, Czech society seems to have already transitioned to a participatory culture. However, experts identified a certain fragmentation of the culture that is determined by citizen's political orientations, uneven regional development, geographical location (urban-rural), and citizens' level of education. One expert mentioned that internal youth migration contributed to this fragmentation. Large urban centers such as Prague tend to include a more active segment of population, while small communities and rural areas tend to be rather passive. At the same time, one expert mentioned that this division is not that striking as compared to

other countries such as Hungary, Poland, or Slovakia. Because of this, experts identified that political values are also divided:

> "At central level we have populism, conflicts of interest, corruption, and self-interest. That doesn't mean that some parties do not try to change things, but this depends on the leading coalition. At local level there is openness, responsiveness, inclusion, but this again, depends on each municipality's context" (personal communication, January 2019).

Corruption is still considered to be a problem, and both political camps (pro-European and anti-European) use this for gaining campaigning benefits. One expert identified that the public administration modernization and the use of ICT tools at national level has a uniting, rather than divisive impact on the society, and it recently became very famous among all population segments and categories.

Another sub-theme is related to reform changes, since the Czech Republic became part of the European Union. One expert mentioned that regional self-governments were created before the country joined the European Union, and determined "highly fragmented settlement patterns". Another expert mentioned that strategic governance is at the core of Czech public service delivery, both at central and local level. The collapse of the communist regime created an aversion towards central planning, and the following governments relied on the 'invisible hand of the market', in terms of social and economic development and self-regulation of the market. This approach, mixed with the government solving existing problems before advancing an agenda for the future (as part of a tactical and strategic approach), but also pushed by "political improvisation" continued Czech Republic's evolution towards democracy. Experts agree that the government's strategic thinking, mixed with participatory

approaches, led to the development of the Smart Administration Strategy, the Methodology for Preparation of Public Policies, and other central level strategies that resemble New Public Governance-style reforms. An interesting concept present in the country is the "pirate party", a political centrist party that is gaining a lot of popularity recently, and is supported both by the liberal youth and the progressive elderly population.

Theme 2: The process level

The process level theme was pre-determined given citizens' expectations on how politics and policymaking should function, and their relationship to the political process. This is translated into Almond & Verba's political culture typologies and citizens' roles. While all respondents agreed that the subject type characterizes citizens' orientations to politics, they point to the contextual dimension in identifying other patterns of action such as parochial or participant. Knowledge gaps were identified in what concerns the communication and feedback channels between central level government and citizens, but an increased level of collaboration is present at local level. Parochial elements are therefore determined, according to one expert, by "a lack of communication between public administration authorities and the public, as it causes strategic governance deficit. In the Czech Republic, we encounter both the passive and the participative approach, however the passive approach dominates" (personal communication, April 2018). This is believed to manifest itself in the "indifference of citizens towards public administration, and the belief that public authorities need to solve all problems" (personal communication, April 2018). On the

other side of the spectrum, experts mentioned some participatory examples that are mostly present at local level such as the Local Agenda 21, the Healthy Cities initiative, or community planning and social services collaborations. The city of Brno and its initiative Brno 2050 is the perfect example brought up by experts in what concerns the public's involvement.

Theme 3: The policy level

The policy level theme is translated into the government's ability to meet the policy expectations of citizens. According to the theory, these expectations are fulfilled through successful coproduction processes and the creation and co-creation of public value. Experts therefore discussed diverse types of coproduction performed at local level, and concluded that enhanced coproduction is most common- citizens mostly act as initiators of public services. However, this initiating component has unique features, and according to experts it's mostly related to citizens providing input on policymaking, but they are not further involved in implementing services, or following-up informational processes. A successful example is citizen engagement in the Brno 2050 initiative: the public was invited to participate through face-to-face channels (meetings in the streets), or online mechanisms (through web polling or the use of Facebook). Their input was filtered and structured according to the *values* emphasized by the strategy. However, experts state that citizens cannot be involved at every level of strategy or policymaking, since other actors are involved (representatives of businesses, NGOs, unions). Experts brought up participatory budgeting as another successful example of enhanced coproduction. They also

mentioned regional bureaus that include citizen-oriented inquiries on a communication platform between town halls and citizens for feedback mechanisms.

When discussing the transition from New Public Management to New Public Governance, one expert mentioned that there is no such transition because the country is not competent enough (as compared to Western European democracies) in implementing their tools: “So reform trends usually reflect wishes of politicians that are somehow shaped by European Union requirements (such as country specific recommendations)” (personal communication, December 2018). One expert discussed outsourcing (mostly of waste management) and privatizing (as NPM features) and mentioned that this is limited because of the inferior quality of contract management. He also mentioned that municipal benchmarking is a suitable tool for the Czech context, but there is no systemic approach to it at local level. While there are concrete examples of NPM and NPG tools, experts mentioned that the models were not used as aims of reforms.

Two sub-themes have a particularly key role in describing the functioning of the policy level in the Czech Republic: self-governance and smart administration. Experts indicated that local governments have independent competencies in self-administering municipalities in what involves elementary schools, kindergartens, children’s homes, social housing, cultural elements (libraries and museums), water quality and delivery, public lightening, etc. Municipalities therefore provide these services from their own revenues, pointing to a high degree of fiscal decentralization. This is a factor that enables participation. One expert draws attention on the smart

administration strategy in terms of the risks of hacking, and that a unified/ centralized approach to all the 'smart administration' services could protect the system and increase data security. One expert stated that the success of coproduction is largely determined by having political support and "committed politicians" because it raises the credibility and transparency of the process. Experts believe policy evaluation and the lack of impact assessments are a problematic aspect. Another problematic aspect is considered to the lack of a "culture of descent", that encourages public debate and conflict resolution. This is likely to decrease the level of trust between citizens and governments.

5.3.1.5 **Discussion**

The analysis of system, process, and policy level provides an accurate overview on the relationship between citizens and Czech governments, from a political culture perspective, and with a focus on its influence on policymaking. The Czech political system is polarized as it contains both populist (anti-European) and democratic (pro-European) orientations. These orientations impact citizens' attitudes and expectations from what governments should achieve, and determined various reform outcomes. There is evidence of New Public Management and New Public Governance implementation, in terms of the tools that ae being used for engaging citizens, or measuring performance, however the models are not considered the ultimate goals of Czech administration. Experts agreed that central level initiatives are

oriented towards creating a smart administration and using participatory mechanisms for engaging citizens, but there is still the need for a unified approach.

An example that poses both as a governance model and an enhancer of current public administration reform model is the Czech Smart Administration Strategy, expressed in the document *Efficient Public Administration and Friendly Public Services- Strategy on the Realization of Smart Administration in the Period 2007-2015* (Špaček &Neshzbová, 2010*)*. The multiple actors involved are presented in the governance scheme (Figure 3):

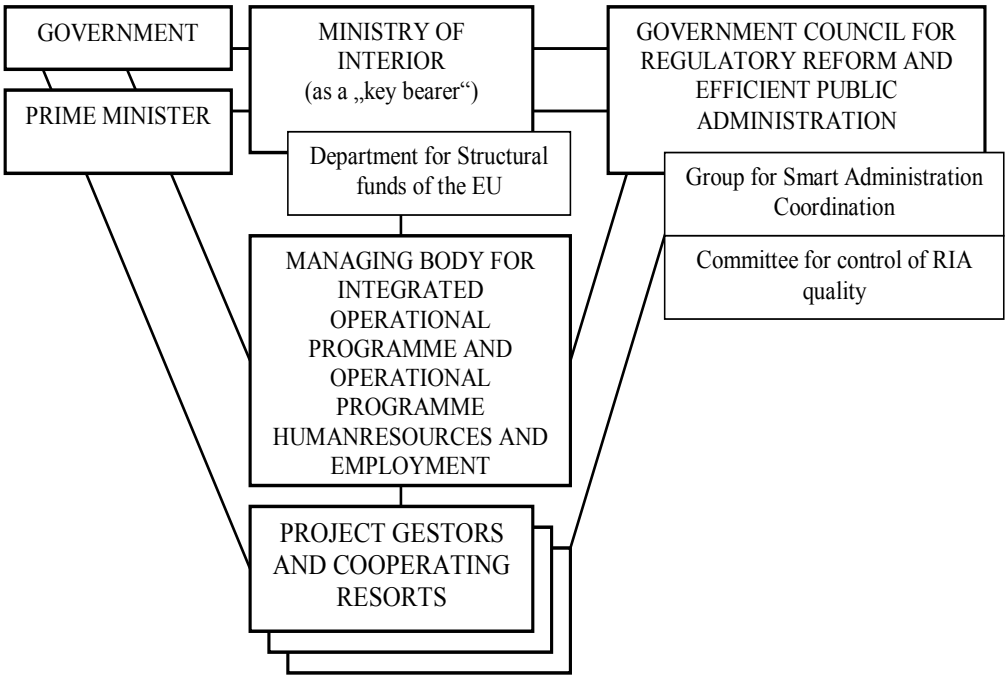

Figure 3. The Czech Smart Administration Strategy

Source. Špaček, D., Neshzbová, J. (2010). Brief History and Current Trends of Public Administration Reform in the Czech Republic. Paper for 2010 NISPACee conference.

The governance strategy incorporates good governance principles such as openness and transparency, reliability, credibility, and accountability (Špaček & Neshzbová, 2010). It focuses on fighting corruption, using ICT, improving the quality and simplification of regulations, involving both vertical and horizontal communication, and creating a unified system of human resource management (Špaček, 2010).

An increased level of administrative and fiscal decentralization defines policymaking at local level, and this enables elevated levels of participation of citizens. The cultural fragmentation in terms of urban-rural divide and economic opportunities is not that striking in the Czech Republic, as compared to other Central and Eastern European countries, and this is believed to facilitate a better implementation of strategic governance processes- a core element that defines the current administrative environment in the Czech Republic. Some questions remain, however: How can the governments increase their accountability in terms of improving performance assessment and of involving citizens also in measuring outcomes and ultimately the creation of public value?

5.3.2 **Document analysis findings**

5.3.2.1 **Process tracing narrative**

Process tracing is a reliable and transparent tool that guides the search for evidence and for evaluating the value of the collected evidence. It has the power to increase the validity of within-case inferences (internal validity) (Busetti & Vecchi, 2018) and it is used to understand the factors and processes underlying reform outcomes. For this study, the main evidence of process tracing is represented by various strategies that guided the reform change process and that pushed the public sector towards adopting New Public Governance-style reforms.

The study uses theory testing to test the applicability of New Public Governance-style reforms and unpack causal processes, for explaining why and how several factors influenced the transition towards New Public Governance. The hypothesis for the Czech Republic case study is the following:

H_{CZ}: Improving and increasing rationalization processes for central state administration, fighting corruption, using ICT, improving the quality and simplification of regulations, involving both vertical and horizontal communication, and creating a unified system of human resource management are the main factors that drive the Czech public administration towards New Public Governance.

The Czech public administration reform started after the fall of the communist regime in November 1989. The first decade of administrative reforms followed the

patterns in other post-communist countries from Central and Eastern Europe. After November 1989, administrative reforms were produced in reaction against the administrative system from the communist period. Such reforms were designed to build on the inchoate democratic formulations of the pre-communist period. Initially, the main aims of reform were the abandonment of centralization, and the renewal of the principle of democracy, especially in terms of citizen representation. The adoption of the legal and policy-making rhetoric of democratization went hand in hand with economic development, empowerment, and stabilization of territorial self-government. This generated strong emphasis on decentralization and fiscal federalism, implementation of the principle of subsidiarity, and production of administrative decisions closer to citizens. The most recent strategies for reforming the Czech public sector are focused on: (1) improving rationalization processes and quality in central state administration, through simplifying regulations, reducing corruption, and creating a unified human resource management system in public administration; (2) implementing the use of quality management and evaluation measures; (3) implementing ICT measures to bring citizens closer to the public administration; (4) using digital technologies to educate the citizens and increase the level of digital literacy; (5) improving the education policy through reducing inequality and governing in an efficient and effective manner. All these factors determine the success of a positive transition towards New Public Governance and they represent basic conditions of this reform theory.

Most reformers attempted to introduce the use of ICT to increase transparency, regulatory quality and digital literacy. They also sought to fight corruption, together with ensuring decentralization and a high-quality educational system. These central level initiatives had an impact on the territorial self-governance at many levels: the optimization of public service delivery; the improvement of autonomy, coordination and collaboration between these layers of government; and, practices of e-participation. However, the practice of e-participation is limited and sporadic, usually on the local and regional level. Decentralization represents a relative success. Czech municipalities and self-governing regions are independent and demonstrate a significant scope of standalone competences.

5.3.2.2 **Evidence**

The survey of the evidence from Czech and European documentary sources revealed six policy strategies that the Czech Republic has adopted to reform the public sector and increase the level of democratization: 1. The Process and Main Directions of Central Administration Reform and Modernization (2004); 2. Efficient Public Administration and Friendly Public Services: Strategy of Implementation of Smart Administration in the Period of 2007–2015; 3. Digital Literacy Strategy of the Czech Republic (2015-2020); 4. Panel for Regulatory Reform and Effective Public Administration (2007); 5. Strategic Framework of the Development of Public Administration in the Czech Republic for 2014–2020 and the Strategy of

eGovernment Implementation in a Territory (2008); 6. Strategy for the Education Policy of the Czech Republic until 2020.

Table 15 summarizes the content of these reforms:

Table 15. Main New Public Governance Reforms of the Czech Republic since 2004

Reform	**Direction of reform**
The Process and Main Directions of Central Administration Reform and Modernization (2004)[8]	Improving and rationalizing processes, management, finance and budgetary procedures, and quality in central state administration.
Efficient Public Administration and Friendly Public Services: Strategy of Implementation of Smart Administration in the Period of 2007–2015[9]	Implementing the use of quality management systems and evaluation measures (including client satisfaction evaluation and performance monitoring), ICT and citizens brought closer to public administration through ICT measures, the fight against corruption and unified human resource management system in public administration. Improved policy making and implementation through increased rationalization and transparency and implementation of strategic planning in central administration and its integration with budgets; Simplified regulations; Improved vertical and horizontal communication and implemented synergies.
Digital Literacy Strategy of the Czech Republic (2015-2020)[10]	Employment; Competitiveness; Social inclusion; Family support; Electronic public services; Supporting the education system and learning through digital technologies.
Panel for Regulatory Reform and Effective Public Administration (2007)[11]	Inter-departmental coordination body for making public administration more effective and improving regulatory quality.

[8] Source: http://www.msmt.cz/file/42152/download

[9] Source: https://www.vlada.cz/assets/za-premierem-a-vladou/Postup_a_hlavni_smery_reformy.pdf

[10] Source: https://www.mpsv.cz/files/clanky/21499/Strategie_DG.pdf

[11] Source: http://www.mvcr.cz/clanek/gremium-pro-regulacni-reformu-a-efektivni-verejnou-spravu-538991.aspx

Strategic Framework for the Development of Public Administration in the Czech Republic for 2014–2020[12]	Modernization of public administration; Review and optimization of the performance of public administration at the territorial level; Increased public administration accessibility and transparency through e-government; Development of professional human resources in public administration.
Strategy for Education Policy of the Czech Republic until 2020[13]	Reducing inequality in education; Supporting high-quality teaching and teachers; Governing the system in a responsible and efficient manner.

5.4 Conclusions

When analyzing the results of quantitative and qualitative approaches to this research study, and particularly for the Czech Republic, all survey findings have been confirmed by experts and by documentary analysis and process tracing interpretation. The quantitative section provided input on the factors that influence coproduction, the dominant types of coproduction, and what determined positive coproduction impacts and outcomes. Experts commonly agreed that enhanced coproduction is most common, and the most frequent tools used for involving citizens are websites (online platforms and polls), public meetings and public comments. New Public Governance features are mostly found at local level, and they are reflected in the various initiatives

[12] Source: http://www.mvcr.cz/soubor/strategicky-ramec-rozvoje-verejne-spravy-v-cr-pro-obdobi-2014-2020.aspx

[13] Source: http://www.vzdelavani2020.cz/images_obsah/%20dokumenty/strategy_web_en.pdf

that municipalities pursue in terms of strategic planning, participatory budgeting, or waste management, and they involve citizen input-based communication channels that are facilitated using ICT and smart administration strategies. The Czech Republic can be considered a successful example, where bottom-up processes are complemented by proper top-down strategies that encourage transparency, participation, and decentralization, not only at a formal/ symbolic level, but also practical one. The process tracing analysis concludes that the main NPG-style mechanisms are oriented towards improving and rationalizing processes for the central administration, fighting corruption, using ICT and reducing the administrative burden, but also towards improving both horizontal and vertical communication and unifying the human resource management system.

The administrative system still needs improvements in terms of performance monitoring, measuring the outcomes of participatory processes, creating a unified framework for strengthening digital security, and ensuring a sustainable transition towards governance, regardless of the polarized political system.

Chapter 6

NEW PUBLIC GOVERNANCE IN ROMANIA

6.1 Introduction

Chapter 6 is formed out of two main parts, the results of the quantitative phase of the research and the results of the qualitative phase, that was conducted after the analysis and interpretation of the data collected for the first phase. The interpretation of quantitative data follows the structure of the survey employed for this analysis, with a focus on coproduction processes, the public value dimension, and demographic data. All this information is then connected using document analysis and expert interviews. The chapter ends with a series of conclusions, that link the two parts and summarize the findings.

6.2 Quantitative Phase

The first research phase of the study is the quantitative phase and it analyzes the findings from 434 surveys completed by local public institutions and municipalities in Romania. Surveys were sent to a sample of 1,200 institutions from all over the country. The response rate is 33.33%. Surveys were distributed via the program Qualtrics, based on a database that includes the names of the institutions and

their e-mail addresses. The data completion happened between December 2017-March 2019. The e-mail contained an explanation letter that included the main concepts to be assessed together with their definitions, the structure of the survey, and instructions for completion. Stata version 13.0 was used for data analysis and interpretation. Demographic data distribution for Romania's survey respondents is in Appendix B. The description of variables is presented in Appendix P.

6.2.1 **Descriptive Analysis**

6.2.1.1 **Purpose**

The policy domains in which coproduction most frequently took place are: urban regeneration (156 respondents), local environment (143 respondents), and education (137). The least represented policy domains are welfare, rural regeneration, and information technology.

Table 16. Policy Domain Distribution

Policy domain	Obs.
Health	103
Education	137
Local environment	143
Economic development	74
Information technology (IT)	16
Community safety	30
Social services/ assistance	67
Urban regeneration	156
Rural regeneration	12
Welfare	2
Urban development	84
Rural development	26
Culture and diversity	111

By quantifying the percentage results for the 'very important' and 'important' dimensions of the question related to the reasons for public institution's involvement in coproduction activities, respondents agreed to the fact that they mostly got involved: (1) to improve service quality (95.42%), (2) to gain customer satisfaction (94.18%), and (3) to build citizens trust in the organization (91.57% of respondents), being followed by 'to improve local governance' (87.34%).

Table 17. Descriptive Statistics for Reasons for Coproduction

Variable: Reasons for coproduction	Obs.	Mean	Std. Dv.	Min.	Max.
To cut budget expenditures and costs	227	2.06	1.08	1	5
To increase productivity	206	2.07	1.08	1	5
To build citizens trust in our organization	249	1.46	0.74	1	5
To improve effectiveness, outcomes, and achieve greater value for money	226	1.68	0.88	1	5
To improve service quality	262	1.37	0.71	1	4
To increase involvement of citizens or users	234	1.64	0.80	1	3
To have access to European funding	232	1.70	0.98	1	5
To improve local governance	237	1.60	0.80	1	5
To gain customer satisfaction	258	1.41	0.70	1	5

Respondents believe that the overarching purpose of their latest/ current coproduction activity in their public organization happened to ensure a working environment that encourages participation and guarantees that community interests are represented a New Public Governance-style approach (47.49%). However, a high percentage of 42.81% of respondents believe that they got involved in coproduction to reduce costs, increase effectiveness in public service delivery, and develop the community. This is a feature of New Public Management-style reforms. Only 9.7% of

respondents mentioned that coproduction helps ensure a legal framework that guarantees equality and protection.

6.2.1.2 **Process**

Representatives of local public institutions represent the main actors involved in coproduction activities, this being chosen by 241 survey respondents (Table 18). The selected institutions also prefer to work with schools (128 respondents) and citizens (106 respondents). NGOs and think tanks are the next favored category of actors (90 respondents). The least represented categories are representatives of higher education (12 respondents) and representatives of local minorities (17 respondents).

Table 18. Actors Response Distribution

Actors	Obs.
Representatives of local public institutions	241
Representatives of central government	47
Private companies/ business sector	65
NGOs (foundations, associations, councils, etc.) and think tanks	90
Representatives of local minorities	17
Representatives of higher education institutions/ Universities	12
Citizens	106
Churches	78
Schools	128

A relatively high number of respondents stated that citizens played no role in coproduction activities (162), while 78 respondents mentioned that citizens acted as

implementers/ co-implementers of public services. This points to a low involvement of citizens in the initiation (63 respondents) and design phase of coproduction (9 respondents). These answers are related to the dominant type of coproduction that is specific to the Romanian public sector, and that is consumer coproduction.

Respondents generally have an open attitude towards citizen participation, 97.93% of them considering that the organization is open towards this aspect (59.07% totally agree and 28.47% partially agree with this statement). A percentage of 95.88% of respondents totally agrees and partially agrees to the fact that their organization constantly seeks consultation and provides information to citizens. A high percentage also considers that the organization is compatible with citizen participation (87.54%). However, a relatively high percentage believes that involving citizens would expose the organization to different risks (52%).

Table 19. Descriptive Statistics for Attitudes Towards Coproduction

Variable: Attitudes towards coproduction	Obs.	Mean	Std. Dev.	Min.	Max.
My organization is compatible with citizen participation	281	1.57	0.83	1	5
My organization has an open attitude towards citizen participation	290	1.20	0.50	1	5
My organization constantly seeks consultation and provides information to citizens	291	1.28	0.59	1	5
Citizen participation can make a significant difference in reaching our goals	287	1.60	0.79	1	5
Involving citizens would expose our organization to different risks	275	3.48	1.34	1	5
Citizens are not interested in becoming engaged in public sevice delivery	281	2.69	1.15	1	5
Citizens do not possess the knowledge, skills, and attitudes needed for our organization	279	2.94	1.14	1	5

When asked about whether their organization offered incentives for collaboration with other actors, 13.87% of respondents stated that it did (43 respondents), while 56.13% of respondents mentioned that there were no incentives (174 respondents), and 30% of them stated that they do not know this (93 respondents).

A percentage of 33.99% of respondents (103 respondents) said that their latest/current coproduction process involved a public consultation phase, and 31.02%

(94 respondents) of them said that it didn't. A percentage of 34.98% of respondents (106 respondents) don't know whether there was a consultation phase in the overall service delivery.

A considerable number of 189 respondents believe that the reason why their organization involved citizens in coproduction is for providing them balanced and objective information, this pointing to the informative role of coproduction activities. Respondents also think that citizen participation happens for partnering with citizens in each phase of the public policy process (82 respondents), and for obtaining public feedback on analysis, alternatives, and decisions (81 respondents).

Many respondents pointed to the use of public meetings as the main tool for engaging citizens in coproduction activities (210), being followed using websites and online platforms (88), and public comment (44). The least used tools are citizen juries (no respondents) and delegated decision-making (2 respondents).

6.2.1.3 **Outcomes**

For assessing the outcomes of the latest/ current coproduction activity, respondents were asked to mention their level of agreement with a series of statements. The next set of variables includes statements/ variables for the outcomes of coproduction, measured on a scale level, where 1=total agreement, and 5=total disagreement. The following section analyzes the main descriptive indicators for this set. As a result, the following statements are the most relevant: (1) most of the decisions reflect the public interest (92.77% of respondents totally agree and partially

agree with this), (2) the service delivery was a success (89.23% totally and partially agree with this), and (3) the service delivery increased transparency and responsiveness towards citizens' needs (88.47%).

Table 20. Descriptive Statistics for Outcomes of Coproduction

Variable: Outcomes of coproduction	Obs.	Mean	Std. Dev.	Min.	Max.
The service delivery has been a success	260	1.60	0.70	1	4
Most of the decisions reflect the public interest	249	1.38	0.63	1	4
The coproduction process helped us achieve our mission and goals	247	1.68	0.79	1	5
The coproduction process contributed to increased public participation of local stakeholders in the policy making process	238	1.99	0.92	1	5
The coproduction process contributed to the creation and development of partnerships and networks with local stakeholders for a better local governance	235	2.01	0.92	1	5
The service delivery increased transparency and responsiveness towards citizens' needs	243	1.55	0.74	1	5
The service delivery helped develop creative solutions and innovative initiatives	238	1.91	0.92	1	5
The service delivery increased the level of trust between citizens and participant stakeholders	242	1.66	0.80	1	5
The service delivery included the use of ICT tools	237	1.99	1.13	1	5

The public values that were emphasized in local level coproduction processes in Romania are: (1) accountability (247 respondents), and (2) effectiveness, efficiency, and fairness (all with 240 respondents agreeing to this).

The following two sets of questions are part of the public value scorecard, that aims to evaluate to what extent the conditions presented by the tables below (Tables 21 and 22) have been accomplished as impacts of coproduction with respect to the creation of public value. All variables are measured at a scale level and their measures range from 1=total agreement to 5=total disagreement.

Table 21. Descriptive Statistics for Impacts of Coproduction

Variable: Impacts of coproduction	Obs.	Mean	Std. Dev.	Min.	Max.
The service delivery was aligned with values articulated by citizens	252	1.72	0.78	1	5
The service delivery included neglected values with latent constituencies	234	2.43	1.09	1	5
The service delivery proved standing with formal authorizers	241	1.60	0.77	1	4
The service delivery proved standing with individuals in polity	239	2.04	1.02	1	5
The service delivery contributed to the democratic political discourse	236	2.24	1.09	1	5
The service delivery had media coverage	235	2.42	1.23	1	5
Key legislatives and public policy proposals supported the organization	231	2.22	1.02	1	5
Citizens were involved as co-producers in public service delivery	239	2.25	1.18	1	5

When considering the legitimacy and support impacts, the highest percentage of respondents (86.51% totally and partially agree with the statement) stated that the service delivery was aligned with values articulated by citizens. The coproduction activity proved standing with formal authorizers, as pointed out by 84.65% of respondents, but also with individuals in polity (71.14% of respondents). A strong impact is represented also by the achievement of support offered from key legislatives

and public policy proposals (65.37%). For the operational capacity category of impacts, the first three impacts that were highlighted by most respondents are: (1) the quality of operational performance with 73.57% of respondents identifying this, (2) human resources (employees and volunteers) with a percentage of 71.13% of respondents identifying this component, (3) internal resource allocation, with 67.42% of respondents mentioning it. The categories that least improved are according to respondents: the flow of resources to the organization and the performance measurement and management systems.

Table 22. Percentage Distribution for Operational Capacity

Operational capacity	Improvement (Yes)
Flow of resources to the organization	50.23%
Human resources (employees and volunteers)	71.13%
Quality of operational performance	73.57%
Organizational learning	59.91%
Internal resource allocation	67.42%
Performance measurement and management systems	50.96%
Quantity of outputs	56.42%
Quality of outputs	64.29%

6.2.1.4 **Hypotheses, measurement, and regression analysis**

The quantitative part of this study includes two hypotheses that aim to investigate the coproduction and values questions: H1: An open attitude towards citizen participation positively influences the outcomes of coproduction, and H2: A constant involvement

in coproduction activities leads to the creation of public value at local level (positive impacts). Both hypotheses are analyzed through ordered logistic regression in Stata 13.0. Respondents were asked to indicate their level of agreement with attitudinal statements (predictors for H1), and impacts statements (predictors for H2). The outcome/response variables for both hypotheses are ordered categorical, so linear regression models don't work. Ordered logistic regression is a sub-type of logistic regression, where the dependent variable (Y-category) is ordered, in this case variables outcomes of coproduction, and impacts of coproduction. The dependent variables therefore have a meaningful order, and more than two categories (levels). Appendix Q presents the correlation matrix and collinearity diagnostics for the predictors. The mean VIF value for H1 predictors is 1.54; the mean VIF value for H2 predictors is 2.04. The values are less than 5, therefore multicollinearity is excluded. All regression diagnostics are within normal values.

H1: For the first hypothesis (H1), the variable outcomes is measured at a scale level, from 1 to 5, where 1=total agreement, and 5=total disagreement. It has been computed by cumulating the values for variables Outcomes_1 (The service delivery has been a success), Outcomes_2 (Most decisions reflect the public interest), and Outcomes_6 (The service delivery increased transparency and responsiveness towards citizens' needs). Based on this, a new dependent categorical variable was created (Out), whose values represent the intervals created: 1-agree, 2-neutral, 3-disagree.

The predictors/ independent variables used are: (1) My organization is compatible with citizen participation, (2) My organization has an open attitude

towards citizen participation, (3) My organization constantly seeks consultation and provides information to citizens, (4) Citizen participation can make a significant difference in reaching our goals, (5) Involving citizens would expose our organization to different risks, (6) Citizens are not interested in becoming engaged in public service delivery, (7) Citizens do not possess the knowledge, skills, and attitudes needed for our organization. Three control variables were included in the model: age, gender, and level of education. Using control variables helps control the effects of the predictors on the dependent variable, since they are related to the dependent variable. Respondents' answers might vary in a specific way given their age, gender, and level of education.

The table below (Table 23) presents the ordered coefficients' values, their significance level, and the standard errors, with and without control variables. The predictors used account for 14.5% of the variation of the dependent variable for the model with control variables. The Pseudo R-Squared for the model without control variables indicates that 12.8% of the variation of the dependent variable is explained by the independent variables.

Table 23. Ordinal Logistic Regression H1

Dependent variable: Outcomes of coproduction (out)	Without control variables	With control variables
My organization is compatible with citizen participation	0.204	0.243
	(0.228)	(0.235)
My organization has an open attitude towards citizen participation	0.059	-0.240
	(0.405)	(0.426)
My organization constantly seeks consultation and provides information to citizens	0.971***	1.058***
	(0.295)	(0.313)
Citizen participation can make a significant difference in reaching our goals	0.577***	0.565***
	(0.211)	(0.231)
Involving citizens would expose our organization to different risks	-0.164	-0.154
	(0.141)	(0.151)
Citizens are not interested in becoming engaged in public service delivery	-0.034	-0.088
	0.191	(0.207)
Citizens do not possess the knowledge, skills, and attitudes needed for our organization	0.045	0.061
	(0.196)	(0.207)
Observations	233	204
Pseudo R Squared	0.128	0.145

Significance levels: *** p<0.01 **p<0.05 *p<0.1
Control variables: Age, gender, level of education.

There are two variables that are positively associated with outcomes of coproduction: 'My organization constantly seeks consultation and provides information to citizens', and 'Citizen participation can make a significant difference in reaching our goals'. Ologit coefficients are interpreted as the change in the log-odds in one category rather than a lower category with one unit increase in the independent variable, holding other variables constant. The coefficient for 'My organization constantly seeks consultation and provides information to citizens' (1.058) shows the logg-odds of agreeing rather than disagreeing. A one-unit increase in the predictor is associated with a 1.058 increase in the log-odds of agreeing rather than disagreeing with positive coproduction outcomes, holding all other variables constant. Also, a one-unit increase in 'Citizen participation can make a significant difference in reaching our goals' is associated with a 0.565 increase in the log-odds of agreeing rather than disagreeing with positive coproduction outcomes, holding other variables constant. The signs of both coefficients indicate positive associations between predictors and outcomes of coproduction.

Coefficients are further explained using predicted probabilities. This is only possible if independent variables are assigned values. Predicted probabilities show the probabilities of each scale/category of outcomes (agree, neutral, disagree) as we vary the agreement towards attitudinal statements, holding all other variables constant at their means. This approach is more informative than coefficient or odds-ratio interpretation (Long & Freese, 2014). Using 'margins' command to predict the

average predicted probability provides the 95% confidence interval along with a test of the null hypothesis (average prediction is 0) (Long & Freese, 2014).

The change in probability of respondents agreeing to positive coproduction outcomes is 74.06%, while the change in probability for a neutral answer related to coproduction outcomes is 23.67%, holding all other independent variables at their mean values. The predicted probability for disagreeing with positive coproduction outcomes is 2.25%, holding all other variables at their mean values.

H2: The second hypothesis considers the relationship between the reasons for a public institution to become involved in coproduction activities and the impacts of coproduction, more specifically the extent to which public value was created, as the goal. All variables are measured on a scale level (1=total agreement and 5=total disagreement). The variable impacts of coproduction is also measured on a scale level, where 1=total agreement, and 5=total disagreement. It was computed by adding the values for variables: Impacts_1 'The service delivery was aligned with values articulated by citizens', Impacts_3 'The service delivery proved standing with formal authorizers', Impacts_4 'The service delivery proved standing with individuals in polity', and Impacts_7 'Key legislatives and public policy proposals supported the organization'. Based on the new values, a new dependent variable was created 'imp' that measures respondents' answers on an interval scale from 1-3, where 1=agree, 2=neutral, 3=disagree.

The **independent variables** included are: (1) to cut budget expenditures and costs, (2) to increase productivity, (3) to build citizens trust in our organization, (4) to

improve effectiveness, outcomes, and achieve greater value for money, (5) to improve service quality, (6) to increase the involvement of citizens or users, (7) to have access to European funding, (8) to improve local governance, and (9) to gain customer satisfaction. We control for the same variables as in the previous regression. The following table presents the coefficients, their level of significance, and standard errors, with and without control variables. A percentage of 11.3% of the variation of the dependent variable is explained by the independent variables (predictors), given the value of the Pseudo R-squared for the model with control variables. The model without control variables present a Pseudo R-Squared value of 0.114, pointing to 11.4% of the variation of the dependent variable being explained by the predictors.

Table 24. Ordinal Logistic Regression H2

Dependent variable: Impacts of coproduction (imp)	Without control var.	With control variables
To cut budget expenditures and costs	-0.302	-0.334*
	(0.194)	(0.199)
To increase productivity	0.092	0.042
	(0.200)	(0.205)
To build citizens trust in our organization	-0.139)	-0.161
	(0.283)	(0.289)
To improve effectiveness, outcomes, and achieve greater value for money	0.441*	0.432*
	(0.249)	(0.256)
To improve service quality	-0.169	-0.113
	(0.413)	(0.418)
To increase the involvement of citizens or users	0.997***	0.911***
	(0.271)	(0.286)
To have access to European funding	0.224	0.267
	(0.225)	(0.230)
To improve local governance	0.546**	0.598**
	(0.251)	(0.259)
To gain customer satisfaction	-0.854**	-0.825**
	(0.403)	(0.413)
Observations	160	152
Pseudo R Squared	0.114	0.113

Significance levels: *** p<0.01 **p<0.05 *p<0.1

Control variables: Age, gender, level of education.

There are three predictors that are associated with positive coproduction impacts: 'To increase the involvement of citizens/ users' (0.911, $p<0.01$), 'To gain customer satisfaction' (-0.825, $p<0.05$), and 'To improve local governance' (0.598, $p<0.05$). A one-unit increase in the level of agreement with 'To increase the involvement of citizens/users' reason is associated with a 0.911 increase in the log-odds of agreeing (rather than disagreeing) with positive impacts of coproduction, holding all other variables constant. A one-unit increase in the level of agreement with 'To gain customer satisfaction' is associated with a -0.825 decrease in the log-odds of agreeing (rather than disagreeing) with positive coproduction outcomes, holding all other variables constant. Also, a one-unit increase in the level of agreement with 'To improve local governance' is associated with a 0.598 increase in the log-odds of agreeing rather than disagreeing with positive coproduction outcomes, holding all other variables constant.

When addressing the predicted probabilities and marginal effects of the estimation results, the change in probability of respondents agreeing to positive coproduction impacts is 48.74%, holding all other variables at their mean values. The change in probability of respondents having a neutral stance regarding positive coproduction impacts is 45.85%, while the change in probability for disagreeing with positive impacts of coproduction is 5.41%, holding all other variables at their mean values. The average marginal effect gives an effect on the probability (moving from 0 to 1), when impacts increases by one unit.

6.2.1.5 **Findings and conclusions of the quantitative part**

The quantitative part of the research study aims to answer the coproduction and values questions. First, it seeks to identify the most common types of coproduction (according to the coproduction continuum) based on the role of citizens. Then it searches for factors that influence coproduction activities at local level within public service delivery systems.

According to the descriptive analysis section, 17.97% of respondents (78 respondents) consider that citizens were implementers/ co-implementers of public services, therefore the most common type of coproduction is the consumer coproduction, having as aim user empowerment. A percentage of 14.51% of respondents (63 respondents) identified citizens as initiators/ co-initiators, therefore enhanced coproduction is the second most common type. Only 2.07% of respondents (9 respondents) consider that citizens have an active role in the design of service delivery, so participative coproduction is very rare. A concerning percentage of 37.32% of respondents (162 respondents) mentioned that citizens were not at all involved in coproduction, this pointing to a low degree of participation in any phase of the service delivery process. However, 47.49% of respondents state that the ultimate goal of their latest coproduction initiative was to ensure a collaborative environment that encourages participation, pointing to features specific to New Public Governance-style practices.

The factors that influence coproduction activities at local level are related to attitudes towards citizen participation and their impact on the outcomes of coproduction. The success of service delivery is associated, according to the ordinal logistic regression models, with constantly seeking consultation and providing information to citizens (strongest explanatory power), and the belief that citizen participation can make a significant difference in reaching organizational goals.

The values question includes information on how value creation and co-creation is approached in Romanian local public service delivery systems, what values are emphasized by coproduction activities, and how is the relationship between the actual process and outcomes/ impacts. For this purpose, according to the descriptive analysis table, accountability is the main value emphasized by respondents (56.91%), being followed by effectiveness, efficiency, and fairness (each with 55.29% of respondents).

The second hypothesis of the study assumes that constant involvement in coproduction activities leads to the creation of public value at local level. This is operationalized through the relationship between reasons for coproduction and impacts of coproduction, as the dependent variable. The regression analysis results point to positive associations between becoming involved in coproduction with the purpose of increasing the involvement of citizens/ users (strongest explanatory factors), and positive coproduction impacts. Improving local governance is also believed to be a reason that positively influences coproduction impacts. However, there is a negative association between becoming involved to gain customer satisfaction and

coproduction impacts. These findings point to the fact that increasing citizens' satisfaction with public services is not a priority, as it negatively impacts the dependent variable, and there might be other factors that explain positive coproduction impacts. The most frequently used tool for citizen engagement in Romanian public service delivery systems are public meetings (48.38% of respondents), websites and online platforms (20.27% of respondents), and citizen advisory committees (10.13%).

6.3 Qualitative Phase

The qualitative phase of this research study aims to answer the first research question on how is the type of political culture informing of public service delivery. To explain the quantitative results and add more conceptual clarification to the topic, the research design allowed for triangulation using expert interviews and document analysis/ process tracing. The following sections present the content analysis and findings of the two methods.

6.3.1 Interview analysis findings

6.3.1.1 Data analysis process

The first step in pursuing content data analysis was to transcribe the interviews and code them in Nvivo 12.0. Using directed (theory-based) and emergent coding, nodes were created in Nvivo for identifying, categorizing, classifying, and labeling the primary patterns in the data. To ensure data accuracy, each interview was coded twice.

The researcher became familiar with the data by transcribing, reading and rereading the data, creating notes and memos for initial ideas and connections between patterns. The next step was to generate emergent codes, by coding and classifying data systematically across the entire data set in accordance to its relevance for each node. After this classification, the researcher searched for potential themes and with the help of the mind-mapping tool in Nvivo, a thematic map was created to reveal the main themes, their categories, and the codes (see Appendix F). The next step was to define and name the themes for refining the specifics of each theme and the overall story that the analysis tells, generating clear definitions and names. The last step was to report and interpret the data through vivid and compelling examples and interview extracts that relate to the research question and literature.

The interviewees are represented by three faculty members specialized in public administration and political science from two Romanian universities, and one expert on public administration reform in Romania. The semi-structured interview guide is presented in Appendix D. The structure of the guide allowed for addressing specific questions, while offering the interviewee freedom to guide the conversation and add probing questions. Interviews were conducted via Skype and their average duration was 30 minutes, with a range from 20-40 minutes.

6.3.1.2 **The coding process**

The coding process involved organizing the data in a meaningful and systematic way, using the list of predetermined codes that were generated by the literature review. The researcher worked through every transcript, coding every segment of text that seemed relevant or specifically addressed the research question and interview questions. Nvivo allows for adding the relevant text under each node; therefore, a codebook was created with the name of the code and its description (see Appendix B). The direct and emergent codes/nodes are the following: systemic factors, urban-rural gap, transitional culture, symbolic participation, political values, parochial culture, subject culture, participant culture, enhanced coproduction, consumer coproduction, participative coproduction, New Public Management and New Public Governance. Many passages illustrated more than just one pattern or they could be assigned more than just one code. For this purpose, theme creation incorporates all connected codes. For ensuring data validity and reliability, the researcher tested the meaningfulness, completeness and accuracy of categories.

6.3.1.3 **Theme creation**

Themes are patterns that capture a significant aspect about the data or the research question. All codes were associated with a theme, while some codes were associated with two themes. The final refinement of the themes aims to identify whether there are any sub-themes, how do they interact with each other, and what is the essence of each theme.

Three main themes were pre-determined as a result of the analysis and they are related to the main concept, political culture. They provide an insight on the structural aspects of political culture, and aid in creating a better way of connecting political culture to the other components of the theoretical framework and interpreting the results across methods.

The first directed theme is the system level and it provides insights on the systemic factors that influence Romania's political culture, the political values that define the culture, and emergent types of culture that were identified by respondents given the socio-economic and political context. This theme involves aspects related to how interviewees perceive the most dominant values and how they connect to governance, but also to how the external environment and other factors influence the country' transition towards democracy.

The second directed theme is the process level and it incorporates participant's observations on how citizens expect politics to happen, and how they are involved in the political process; not only in terms of being informed and consulted, but also actively engaged in political processes. The interpretation includes participant's categorization of Romania's culture in Almond & Verba's political culture typologies. The political level investigates how the democratic transition affects the distribution of citizen types (parochials, subjects and participants) and the political norms of the system.

The third theme is the policy level and it includes a discussion on the dominant type of coproduction present in Romania's local level governance, while referencing

other types as well. This theme aims to elucidate the findings of the quantitative phase, by connecting the role of the government in meeting citizens' expectations in terms of governance performance. A report on the participants insights on the transition from New Public Management to New Public Governance is included, together with opinions and recommendations on the application of New Public Governance in the current context. The discussion section presents the main lessons learned from the analysis, what questions arise, and aims to make sense of the findings by connecting the narrative to the literature.

6.3.1.4 **Content analysis findings**

In this section, participant responses to interview questions are presented and analyzed. The main purpose of the analysis was to organize the responses in such a way that overall patterns would become clear. The emphasis throughout is on letting interviewees speak for themselves.

Theme 1: The system level

The system level if the first determined theme that guides the classification of emergent and other directed codes. The first sub-theme related to this is the influence of systemic factors on Romania's culture. As participants were asked to describe the political culture in Romania, they pointed towards a series of factors that influence the country' current transition: the demographic collapse, internal and international migration, poor infrastructure, poor economic opportunities and development, and former regime's values that determined systemic distrust. Basically, the pressures

towards democratization, marketization, and globalization have an impact on the political culture, revealing both areas of progress, but also a series of challenges.

The second sub-theme includes discussions around political values. The evidence, in general indicates that participants agree that Romania's liberal democratic values are challenged when looking at the Central and Eastern European context and countries such as Hungary or Poland that experience similar elements. Participants consider that integrity is becoming a popular value that dominates the political discourse. This happens in a context where "public officials have significant issues with the justice system, and are not penalized by the voters when they try to be re-elected" (personal communication, December 2018). Transparency and accountability are also values that were emphasized by respondents. One participant mentioned that the conservative part of the society values equal share for everybody. It was noticed that the most trusted institutions in Romania are the ones that preserve conservative values and are situated on the authoritarian side of the spectrum. At the same time, the democratic part of the society mentions meritocratic values (competition, pluralism), however political actors misuse the political discourse misuse in order to polarize it. This polarization is translated into "the lack of capacity of carrying out a conversation, from an ideological standpoint" (personal communication, October 2018), and it becomes a particularly disturbing element of the political culture. Other respondents pointed to corruption and lack of trust as the main 'values' that affect the transition towards democratic principles.

As participants were asked to evaluate Romania's political culture, most of them agreed that Romania's culture is transitional, therefore pointing to an emergent type of culture- transitional culture. For evaluation purposes, I tried to distinguish between respondents pointing to a parochial culture and the ones pointing to a participant culture. There is however middle ground:

> "First, it's a transitional culture, a type of political culture that stays between the former totalitarian communist culture and the future democratic culture. So far, we are in between: we didn't succeed to forget the previous culture and we're not yet adhering to the new one" (personal communication, November 2018).

Other participants highlighted the factors that influence this emergent type of culture, and they are discussed in the next theme.

Theme 2: The process level

This theme is connected to the role of citizens in connection to political processes, and goes deeper into analyzing the three theoretical political culture typologies. Participant answers reveals the distribution of citizen types among the three categories, and discuss the role of trust, and the influence of the urban-rural gap and the so-called knowledge gap on participation. Most respondents agree that the urban-rural gap is determinant of the political culture typologies, therefore citizens in rural areas adopt a parochial attitude towards participation, while citizens in urban areas are more oriented towards a participant culture. The level of education and economic situation of citizens are also determinants of the cultural division. Furthermore, an interviewee mentioned that the culture is fragmented, and this "leads to strong oppositional views in terms of collective choice" (personal communication,

October 2018). He further mentions that primarily large urban centers tend to be pro-European values, progressive, and supportive in terms of human rights, whereas mid and perhaps smaller cities and rural areas generally tend to be quite conservative.

Another sub-theme is represented by the gaps in knowledge, in what concerns the relationship between citizens and governments. According to one participant, citizens are not sufficiently informed and aware of their needs, and they count on state institutions to fulfill them. At the same time, state institutions do not provide information on the outputs of service delivery and do not include citizens in drafting policies, leading to inconsistency in policymaking. This leads to systemic distrust, another sub-theme identified in the study. Before analyzing trust, I consider important to reveal another sub-theme, symbolic participation, because it is connected to the gaps in knowledge. Respondents agreed that citizens are not actively involved in policymaking, and their participation happens at a very formal and superficial level. The following quotation is from an interviewee that discusses this symbolic element:

> "I would say there is a disconnection in the way agendas are presented to citizens, in terms of telling them what they want to hear, and the actual actions that happen. Specifically, they promote the importance of citizen feedback in securing their political office, but organizations are not open towards that" (personal communication, September 2018).

This contributes to the development of systemic distrust, together with the influence of the communist regime in cultivating fundamental institutional distrust. One interviewee mentioned that there is a difference between faith in the institution and trust: "I think that the bump of institutional trust which we had at the beginning of

the 90s was very painfully abused in the 90s, and the consequences of this abuse are being faced up today" (personal communication, September 2018).

Having this context defined, participants elaborated on the elements that define citizen parochial attitudes. Rural areas and small communities encounter lack of information related to political processes, and some participants agree that this is the largest segment of the population. Romania is considered by one respondent to be "one of the most passive societies since 1989", and it considered striking that "no mass protest happened during the economic crisis" (personal communication, February 2019). In this case, respondents mentioned that the political leaders' personalities have an impact in developing a working administrative capacity and facilitating participation. Other respondents have a more optimistic view on culture, referring to participant culture elements. They are present in what concerns Romania's youth, the well-educated segment of the population, and the ones living in urban areas. Respondents identified the emergence of the protest culture (especially the recent ones against the ordinances regarding the reform of the judicial system), social media activism, involvement of international organizations (such as the Venice Commission) and other innovative mechanisms for voicing their concerns. One respondent suggested that public institutions' organizational cultures are also a factor that influence participation. Other participants came away from cultural factors, and mentioned that improving the social capital, increasing the quality of the social capital and the level of attractiveness of communities would improve the participatory phenomena.

Theme 3: The policy level

The policy level theme was determined as respondents discussed the role of government in promoting participation, the transition towards New Public Governance and aspects related to New Public Management. Respondents agree that governments very rarely understand the value of coproduction. However, respondents agree that, if it's the case, consumer coproduction is more frequent than the other types, and citizens are mostly involved in implementing services. However, one participant provided a community care example:

> "There are also private providers of social service in terms of nursing homes or healthcare services, but for instance, there is participation in terms of home care in areas with a large demographic decline, and where younger population decreased tremendously. I noticed a bit of this neighbor care, in terms of people helping each other to go to a doctor appointment or similar types of small services that would fall under family care" (personal communication, September 2018).

Respondents provided also some participatory coproduction evidence, especially coming from the city of Cluj-Napoca that employs participatory mechanisms in the strategic planning of the region and implemented participatory budgeting. One respondent suggested that the existence of participatory citizens and the capacity of the local public administration to take their input into account are critical success factors. The use of technology and social media is also considered relevant in strengthening citizen participation. One participant offered a suggestion for future study- to determine who are the 'super-activists' that increase the level of participation in a community, and assess their characteristics in relation to the outcomes.

The discussion on New Public Management and New Public Governance is illuminating, since it continues the ongoing debate on their implementation in post-communist Central and Eastern European countries. Some interviewees mentioned that the forced implementation of NPM-style reforms had a lot of negative consequences because the public administration environment and the institutional context were not prepared to adopt its tools (mostly because of the damage done by the communist regime to the proper functioning of the public administration), therefore leading to increased corruption. One interviewee mentioned that the New-Weberian model would've been more appropriate in a country with a strong legal system. Other interviewees came away from listing the consequences of the dysfunctional implementation of NPM, and mentioned that governments are still working on understanding NPM, but also NPG values. One participant pointed to the fact that New Public Governance will be adopted at local, rather than central level, because of the increasing pressure coming from local level businesses in terms of competition and increasing the attractiveness of communities. However, despite the local public conversation around NPG, there is very low pressure at central level to implement these practices. An interviewee added:

> "I see it [NPG] more of a way of not introducing, but rather underlying the role of accountability inside the system. NPG is about finding ways to reconnect citizens to their representatives, making sure that bureaucracies become more of a problem-solver and more representative of citizens" (personal communication, October 2018).

It is helpful to keep in mind that participants warn policymakers about promoting NPG as the ultimate solution to "all the ills of Romanian society". This is necessary to avoid the same way that NPM was put forward.

6.3.1.5 **Discussion**

The analysis of the three themes provides an overview over Romania's political culture from a systemic, procedural, and policy perspective. The connection between systemic factors and the type(s) of political cultures was an important theme in narrative. The passages reported in this section illustrate how this connection influences policymaking at local level, and why implementing management and governance models without taking the context into account has profound consequences on the long term.

The trends that shape Romania's contemporary political culture are accompanied by external factors such as internal and international immigration, demographic decline, relatively low access to economic opportunities, and continued conservation of authoritarian values. The systemic level calls for legitimacy, and it becomes the key for minimizing the threats of violent internal conflicts. However, according to the theory, political culture is subject to change, given the emergence of the transitional culture type. Political culture encompasses how the agents of political socialization (citizens and governments) communicate and interpret historical events and traditional values. Political culture influences how citizens act and get involved, how the political process functions, and what policy goals the governments pursue.

The process level considers the role of citizens in policymaking and it connects the other themes to the central concept. The policy level provides an overview on the role of governments, and their attitudes towards policy and implementation. A main take-away from this level calls for attention in understanding the main purpose of New Public Governance in direct relation to the current political context. This is problematic, since, according to experts, it is hard to make predictions given the European context dominated by the rise of far-right populist parties. While experts provide limited evidence of New Public Governance practices, the analysis determines the existence of a participatory, democratic, and progressive segment of citizenry. Further studies on New Public Governance could focus entirely on identifying their characteristics, and raising awareness of their role as agents of systemic change. Another question that arises from the analysis is: How can Romania's governmental activities bring citizens into frequent contact with bureaucratic agents? How can the institutions that are mostly trusted positively influence democratic political attitudes?

6.3.2 **Document analysis findings**

6.3.2.1 **Process tracing narrative**

Process tracing is the main qualitative method employed for analyzing Romania's most important reform strategies and documents that push the public sector towards implementing New Public Governance. It is a method that clarifies the public governance context and defines the main factors that drive actual reforms from the

New Public Governance perspective, to understand causal processes that lead to its adoption.

Theory testing is used as the main strategy for tracing the most relevant processes that aim to reform Romania's public administration. As such, the hypothesis that this study generates for the process tracing narrative and which is supported by documentary evidence is the following:

H_{RO}: The consolidation of Romanian public administration (through reducing regional disparities, increasing regulatory quality, increasing fiscal and administrative decentralization, and supporting de-bureaucratization), engaging citizens, restructuring and training the civil service, implementing ICT for public service delivery, fighting corruption, and increasing economic competitiveness are main drivers of New Public Governance-style reforms.

Romania's reform path is partially compromised by political, structural, and legislative problems. Largely, these are because of the lack of trust between the political and administrative sectors; the conservative and change-resistant administrative culture and, the lack of transparency in central and local decisional processes. This is exacerbated by the strong influence of politics in administration. While the European Union is supportive of Romanian public administration reform with its focus on ensuring good governance principles, the country lacks a coherent vision for governance processes.

The focus of the most recent strategies for reforming the public sectors are based on the following factors: (1) consolidating Romanian public administration

(through reducing regional disparities, increasing regulatory quality, increasing fiscal and administrative decentralization, and supporting de-bureaucratization); (2) engaging citizens in public service delivery; (3) restructuring and training the civil service; (4) implementing ICT for public service delivery; (5) fighting corruption; and (6) increasing economic competitiveness.

The main goal of the reforms is to improve public service delivery and to become more responsive to citizens. Romania still focuses on creating a sustainable and professional institutional framework for consolidating the public administration. The country's war on corruption and efforts to ensure public integrity and ethical decision-making are the main pillars of reform. The "Romania 100 Platform" represents a New Public Governance-style mechanism that aims to create a more dynamic political culture and environment. However, the country lacks an integrated strategy on the use of ICT for improving digital literacy, a necessary step in creating an open and smart administration. Educating citizens from an ICT perspective and increasing their online presence and involvement in public service delivery are majors pillars on which new strategies should build upon. Tackling Romania's public administration problems through addressing all the factors presented is believed to increase transparency, improve regulatory quality, increase government effectiveness, reduce corruption and open the public administration space for becoming more responsive to citizen's needs, while increasing the overall economic competitiveness of the country, through facilitating cooperation between the public and private sector.

6.3.2.2 **Evidence**

The evidence on which the New Public Governance-style reform process is traced is represented by six policy strategies and initiatives that drive main reform processes: 1. Strategy for Public Administration Consolidation (2014-2020); 2. Romania 100 Platform; 3. Strategy for Civil Service Development; 4. Strategy for Training and Professional Development in Public Administration; 5. Open Government Partnership; and 6. National Strategy for Romania's Digital Agenda 2020. Table 25 summarizes the direction of all employed strategies, based on the factors that influence public governance outcomes.

Table 25. Main Public Administration and Governance Reforms in Romania

Reform	**Direction of reform**
Strategy for Public Administration Consolidation (2014-2020)[14]	Facilitates, plans, monitors, manages, and identifies development priorities in Romanian public administration; Reducing regional disparities in terms of development; Increases regulatory quality and supports de-bureaucratization; Increasing the quality and access to public services; Supports fiscal and administrative decentralization
Romania 100 Platform (2016)[15]	Citizen engagement through promoting democratic practices and changing the political culture through adhering to responsibility, honesty and professionalism.
Strategy for Civil Service Development (2016-2020)[16]	Creating and restructuring human resource policies, improving the system of recruiting, evaluation and promotion, the payroll system, and the training and professional development system in public administration.
Strategy for Training and Professional Development in Public Administration (2016-2010)[17]	Creating an awareness campaign and coherent framework for training and development.
Open Government Partnership (2013)[18]	Using ICT for public service delivery; Civil society empowerment; Fighting corruption; Human resource development through training and collaboration between sectors.
National Strategy for Romania's Digital Agenda 2020[19]	Improving economic development and increasing competitiveness, through effectively developing the ICT system and increasing the productivity of the public sector by reducing the administrative barriers in its relationship with the state. Improving the workforce competitiveness

[14] Source: http://www.dpfbl.mdrap.ro/documents/strategia_administratiei_publice/Strategia_pentru_consolidarea_administratiei_publice_2014-2020.pdf

[15] Source: https://www.ro100.ro/

[16] Source: http://www.anfp.gov.ro/continut/Strategii

[17] Source: http://www.anfp.gov.ro/continut/Strategii

[18] Source: http://ogp.gov.ro/wp-content/uploads/2015/02/RO-Self-Assessment-Report.pdf

[19] Source: http://ogp.gov.ro/wp-content/uploads/2018/05/Strategia_nationala_privind_Agenda_Digitala_pentru_Romania_2020.pdf

6.4 Conclusions

This chapter provides an overview on how New Public Governance is approached in Romania based on quantitative and qualitative research methods. The research design allows for triangulation of data, and for connecting the three research questions according to the conceptual framework. First, qualitative interview data describe Romanian political culture as transitional and containing elements both from parochial and participant types of cultures. Respondents identified an elevated level of fragmentation between large urban centers and small rural communities, in terms of access to services, political values, and citizens' level of engagement. While citizens living in urban areas are believed to be more informed, active, and engaged in political processes and oriented towards democratic and European values (accountability, transparency, participation), the ones living in rural areas tend to be more conservative (they value equity), passive and not engaged in political processes. According to experts, this creates a systemic fragmentation and polarization of views and values, which is oftentimes misused by local government representatives for advancing in their function and becoming re-elected, despite their obvious problems with the justice system and a relatively prominent level of corruption that surrounds them. Experts identified symbolic participation as a frequent phenomenon that characterizes citizen participation in Romania, and is fostered by citizens being insufficiently informed on the government's service delivery, and the governments' failure in involving citizens and creating the right mechanisms for addressing their needs (the knowledge gap).

Qualitative process tracing data present and analyze the documentary evidence coming from national strategies, the Open Government Partnership, and other initiatives that aim to open the public administration space, consolidate the public administration, restructure the human resource, and promote a digital agenda. While these strategies are present at central level, they have an impact, if properly implemented, also at local level, through reducing regional disparities, increasing regulatory quality, increasing fiscal and administrative decentralization, and supporting de-bureaucratization, engaging citizens, restructuring and training the civil service, implementing ICT for public service delivery, and fighting corruption. These are New Public Governance-style initiatives that have the potential to increase transparency, trust and effectiveness in governance, and create the conditions for an increased level of citizen participation and bureaucratic representation. However, experts draw attention on learning from the 'forced' implementation of New Public Management, and not consider New Public Governance as the only solution. According to the literature, the goal of New Public Governance is to "make government more effective and legitimate, by including a wider range of social actors in both policymaking and implementation" (Bouckaert, 2011, p. 22). For example, some Western countries can already improve the 'network' approach and emphasize horizontal collaboration between state and lay actors, however other in countries, such as Romania, traditional public administration features dominate, while still implementing New Public Management-style practices in terms of planning, increasing competition and developing performance measurement tools. Experts

identified that it is competition that dominates urban areas, given the fast development of the private sector (the City of Cluj-Napoca became an IT Hub in Europe). However, putting more emphasis on partnerships, collaboration, negotiation, and on serving the public interest is likely to benefit all actors involved. The 'conflictual' sub-culture[20] that emerges from the population fragmentation and political polarization can successfully be transformed into a consensual sub-culture that is legitimate and representative.

The quantitative data is backed by qualitative information on the most common type of coproduction in Romania- consumer coproduction. When their involvement is considered, the data show that most local governments engage citizens in implementing public services. Successful coproduction outcomes are associated, according to the survey analysis, to local governments constantly seeking consultation and providing information to citizens, and the belief that citizen participation can make a significant difference in reaching organizational goals. Organizations that become involved in coproduction for increasing the involvement of citizens/ users and to improve local governance have a higher probability of determining positive coproduction impacts. Survey data also determined that the values that are mostly

[20] When a country is deeply divided in its political values and these differences persist over time, distinctive political sub-cultures may develop. Important political elements can become conflicting such as the nature of the regime, or the political ideology. Factors such as migration, ethnic, religious or linguistic trajectorial can become a source of conflict (Almond, Powell, Dalton & Strøm, 2008)

emphasized through coproduction are accountability, effectiveness, efficiency, and fairness. The limitations of the design are discussed in the last chapter of this study.

Chapter 7

NEW PUBLIC GOVERNANCE IN SLOVAKIA

7.1 Introduction

This chapter follows the structure of the previous two chapters, presenting the analysis of the quantitative phase of the research design, more specifically the analysis and interpretation of data collected from local public institutions in Slovakia. The survey was sent via e-mail to institutions and interpreted according to its structure, following a descriptive analysis part, and a univariate and multivariate data analysis. The qualitative phase of the research aims to bring clarifications to the findings presented in the quantitative phase, and to seek in-depth explanations for the main findings and correlations of the study. The chapter then presents the main conclusions, discussions, and limitations that this study has.

7.2 Quantitative Phase

The quantitative phase of this study includes the analysis of 105 observations resulting from the completion of the survey by mayors, secretaries, or public managers in local public institutions in Slovakia. Surveys were sent to a representative sample of

500 institutions via the program Qualtrics in Slovak language. The response rate is 20.8%. Data were completed between December 2017-March 2019. Respondents also received an explanation letter, where the main concepts were described and instructions for completion were offered. For data analysis, the program Stata version 13.0 was used and data were exported in .dta format, edited according to the main variables, and translated in English. Demographic data and percentage distribution for Slovakia's respondents are presented in Appendix C.

7.2.1 **Descriptive analysis**

7.2.1.1 **Purpose**

The main policy domains in which respondents activated for coproduction activities are: (1) culture and diversity (37 respondents), (2) local environment (32 respondents), and (2) education (29 respondents). High percentages of involvement in coproduction can also be found for social services/ assistance, welfare, and rural regeneration.

Table 26. Response Distribution for Policy Domain

Policy domain	Obs.
Health	9
Education	29
Local environment	32
Economic development	8
Participatory budgeting	6
Information technology	11
Community safety	16
Social services/assistance	28
Urban regeneration	16
Rural regeneration	19
Welfare	26
Rural development	13
Culture and diversity	37

Respondents stated that the reasons for becoming involved in coproduction activities are: (1) to improve service quality (98.24% of respondents totally and partially agreed to this), (2) to improve local governance (94.74% totally and partially agreed to this), and (3) to build citizens' trust in the organization and to gain customer satisfaction (in both cases 92% of respondents totally and partially agreed to the statements).

Table 27. Descriptive Statistics for Reasons for Coproduction

Variable: Reasons for coproduction	Obs	Mean	Std. Dv.	Min.	Max.
To cut budget expenditures and costs	56	2.01	0.92	1	5
To increase productivity	52	2.17	0.92	1	5
To build citizens trust in our organization	55	1.63	0.75	1	5
To improve effectiveness, outcomes, and achieve greater value for money	56	2.03	0.85	1	4
To improve service quality	57	1.56	0.53	1	3
To increase involvement of citizens or users	56	1.73	0.79	1	4
To have access to European funding	56	1.76	0.95	1	5
To improve local governance	57	1.42	0.59	1	3
To gain customer satisfaction	56	1.42	0.68	1	4

A significant majority of 73.21% of respondents agreed to the statement that the overarching purpose of the latest/ current coproduction initiative was to reduce costs, increase effectiveness in public service delivery, and develop the community, a feature specific to New Public Management-style reforms. A percentage of 21.43% of respondents believe that coproduction happened to ensure a working environment that encourages participation and guarantees that community interests are represented, a feature specific to New Public Governance. Only 5.36% adhere to a Neo-Weberian

State feature, and that is ensuring a legal framework that guarantees equality and protection.

7.2.1.2 **Process**

Respondents indicated that the first three actors they get involved in coproduction activities with are: (1) representatives of local public institutions (43 respondents, citizens (25 respondents), and NGOs and think tanks (25 respondents). The least involved actors are representatives of higher education institutions/ Universities (3 respondents) and representatives of local minorities and of central government (with 7, respectively 8 respondents). The presence of citizens as partners in coproduction initiatives points to an interest in citizen engagement in the policy making process.

Table 28. Actors Response Distribution

Actors	Obs.
Representatives of local public institutions	43
Representatives of central government	8
Private companies/ business sector	18
NGOs (foundations, associations, councils, etc.) and think tanks	25
Representatives of local minorities	7
Representatives of higher education institutions/ Universities	3
Citizens	26
Churches	12
Schools	23

When asked what roles did citizens play in delivering public services in collaboration with their organization, 29 respondents consider that citizens acted as initiators (co-initiators) of the public service. In addition, 13 respondents mentioned that citizens were also designers (co-designers) of the public service, while 19 of them indicate that they were implementers (co-implementers) in the coproduction phase. This points to the dominant type of coproduction, where citizens not only design and implement the public service, but also enhance the overall coproduction, by initiating partnerships and innovating service delivery.

The next set of statements is related to the organization's attitude towards citizen participation. The variables are measured on a scale level with responses ranging from 1=total agreement to 5=total disagreement. A percentage of 97% of

respondents totally and partially agree to the fact that their organization has an open attitude towards citizen participation, while 88.24% of them consider that citizen participation can make a significant difference in reaching organizational goals. A percentage of 88% of respondents totally and partially agree to the fact that the organization constantly seeks consultation and provides information to citizens. These percentages confirm and are related to the dominant type of coproduction determined by citizens' role in initiating, designing and implementing service delivery. On the other side of the spectrum, 30% of respondents believe that citizens are not interested in becoming engaged in public service delivery.

Table 29. Descriptive Statistics for Attitudes Towards Coproduction

Variable: Attitudes towards coproduction	Obs.	Mean	Std. Dev.	Min.	Max.
My organization is compatible with citizen participation	50	1.84	0.54	1	3
My organization has an open attitude towards citizen participation	50	1.58	0.64	1	4
My organization constantly seeks consultation and provides information to citizens	50	1.80	0.78	1	5
Citizen participation can make a significant difference in reaching our goals	51	1.70	0.67	1	3
Involving citizens would expose our organization to different risks	47	3.61	1.15	1	5
Citizens are not interested in becoming engaged in public sevice delivery	50	3.2	1.03	1	5

Citizens do not possess the knowledge, skills, and attitudes needed for our organization	49	3.40	1.07	1	5

Moreover, 46.43% of respondents state that the latest/ current coproduction initiative offered incentives for collaboration (26 respondents); 23.21% (13 respondents) mentioned that their organization didn't offer any incentives. A relatively high ratio of respondents (30.36%, 17 respondents) does not know whether there is the case for incentives.

When asked about whether the latest/ current coproduction effort involved a public consultation phase, 47.27% of respondents (26 respondents) mentioned that it did, while 36.36% (20 respondents) stated that they didn't consult the public. A percentage of 16.36% (9 respodents) of them are not aware of this aspect.

Respondents consider that the reasons for citizen participation are (1) for obtaining public feedback on analysis, alternatives, or decisions (28 respondents), (2) for providing the public balanced and objective information (22 respondents), and (3) for partnering with citizens in each phase of the public policy process (21 respondents).

The tools that are frequently used for engaging citizens in decision-making processes and coproduction are considered by respondents to be: (1) the use of websites and online platforms (39 respondents), (2) public meetings (31 respondents), and (3) public comment (23 respondents). The least used tools are citizen juries and delegated decision-making (2 respondents).

7.2.1.3 **Outcomes**

The following part of the analysis considers the descriptive analysis for the means and standard deviations for the set of variables related to 'outcomes of coproduction'. The measurement of these variables is on a scale from 1 to 5, where 1=total agreement, and 5=total disagreement. The most important three outcomes that have been uncovered by respondents for this set of variables are: (1) Most of the decisions reflect the public interest (85.72% of respondents totally and partially agree to this), (2) The service delivery has been a success (75% of respondents totally and partially agree to this), and (3) The coproduction process helped us achieve our mission and goals and the coproduction process contributed to the creation and development of partnerships and networks with local stakeholders for a better local governance (74.42% of respondents totally and partially agree to both statements).

Table 30. Descriptive Statistics for Outcomes of Coproduction

Variable: Outcomes of coproduction	Obs.	Mean	Std. Dev.	Min.	Max.
The service delivery has been a success	44	2.06	0.66	1	3
Most of the decisions reflect the public interest	42	1.97	0.64	1	4
The coproduction process helped us achieve our mission and goals	43	2.04	0.68	1	3
The coproduction process contributed to increased public participation of local stakeholders in the policy making process	42	2.30	0.84	1	4
The coproduction process contributed to the creation and development of partnerships and networks with local stakeholders for a better local governance	43	2	0.78	1	4
The service delivery increased transparency and responsiveness towards citizens' needs	42	2.07	0.77	1	4
The service delivery helped develop creative solutions and innovative initiatives	42	2.26	0.79	1	4
The service delivery increased the level of trust between citizens and participant stakeholders	40	2.2	0.75	1	4
The service delivery included the use of ICT tools	41	2.31	0.93	1	4

The response of the public values set of variables indicate that respondents agreed that responsiveness (40 respondents) and public trust (40 respondents), being followed by accountability (39 respondents). The following public values emphasized

are effectiveness, efficiency, and fairness (38 respondents for each). This is very relevant for New Public Governance, since its main outcome is the creation of public trust.

Table 31 below presents the main descriptive statistics for the 'impacts' set of variables with the variables measured at a scale level and their measures range from 1=total agreement to 5=total disagreement. When asked to assess the level of agreement with a series of impacts determined by the public value scorecard, respondents totally and partially agreed to the following percentages: (1) 73.69% for 'The service delivery proved standing with individuals in polity', (2) 71.79% for 'The service delivery was aligned with values articulated by citizens', and (3) 63.16% for 'The service delivery proved standing with formal authorizers'.

Table 31. Descriptive Statistics for Impacts of Coproduction

Variable: Impacts of coproduction	Obs.	Mean	Std. Dev.	Min.	Max.
The service delivery was aligned with values articulated by citizens	39	2.17	0.68	1	4
The service delivery included neglected values with latent constituencies	38	2.68	0.73	1	4
The service delivery proved standing with formal authorizers	38	2.31	0.84	1	5
The service delivery proved standing with individuals in polity	38	2.26	0.92	1	5
The service delivery contributed to the democratic political discourse	38	2.42	0.82	1	5
The service delivery had media coverage	38	2.65	1.04	1	5
Key legislatives and public policy proposals supported the organization	38	2.81	1.08	1	5
Citizens were involved as co-producers in public service delivery	38	2.42	0.94	1	5

Respondents believe that the following components improved as a result of coproduction effects: (1) quality of outputs (78.95%), (2) human resources (employees and volunteers) (68.42%), and (3) quality of operational performance (58.33%).

Table 32. Percentage Distribution for Operational Capacity

Operational capacity	Improvement (Yes)
Flow of resources to the organization	47.37%
Human resources (employees and volunteers)	68.42%
Quality of operational performance	58.33%
Organizational learning	51.35%
Internal resource allocation	40.54%
Performance measurement and management systems	36.11%
Quantity of outputs	54.05%
Quality of outputs	78.95%

7.2.1.4 **Hypotheses, measurement, and regression analysis**

To answer the coproduction and values questions, the study uses two hypotheses that test the relationship between attitudes towards coproduction and outcomes, and reasons for coproduction and impacts. The hypotheses are formulated as follows: H1. An open attitude towards citizen participation positively influences the outcomes of coproduction, and H2. A constant involvement in coproduction activities leads to the creation of public value at local level. Like the ordered logistic regression analyses for the previous two countries, this analysis is pursued in Stata 13.0, and the dependent variables 'outcomes' of coproduction and 'impacts' of coproduction are measured on a scale level from 1-5, ranging from 1=total agreement, and 5=total disagreement. The collinearity diagnostics are presented in Appendix Q. The mean

VIF value for H1 predictors is 1.50; the mean VIF value for H2 predictors is 1.54. The correlation matrix indicates that *r* is less than 0.8, therefore the predictors are not correlated. Regression diagnostics are within normal values.

For **H1**, the statements regarding attitudes towards coproduction represent the independent variables. All variables are measured at scale level, on a scale from 1 to 5, where 1=total agreement, and 5=total disagreement. The variable 'outcomes' has been computed by adding the values from four statements: 'The service delivery has been a success', 'Most of the decisions reflect the public interest', 'The coproduction process helped us achieve our mission and goals', and 'The coproduction process contributed to the creation and development of partnerships and networks with local stakeholders for a better local governance'. The result of this represents the new ordered variables 'out' measured on a scale from 1-3, where 1-agree, 2-neutral, and 3-disagree.

The independent variables included in the regression are: (1) My organization is compatible with citizen participation, (2) My organization has an open attitude towards citizen participation, (3) My organization constantly seeks consultation and provides information to citizens, (4) Citizen participation can make a significant difference in reaching our goals, (5) Involving citizens would expose our organization to different risks, (6) Citizens are not interested in becoming engaged in public service delivery, (7) Citizens do not possess the knowledge, skills, and attitudes needed for our organization. Age, gender, and level of education were included as control variables. The predictors account for 26.8% of the variation of the dependent variable

for the model with control variables. The predictors account for 22.7% of the variation of the dependent variable for the model without control variables.

Table 33. Ordinal Logistic Regression H1

Dependent variable: Outcomes of coproduction	Without control variables	With control variables
My organization is compatible with citizen participation	0.886	0.977
	(0.883)	(0.893)
My organization has an open attitude towards citizen participation	-0.383	-0.642
	(0.863)	(0.967)
My organization constantly seeks consultation and provides information to citizens	1.433**	1.795**
	(0.692)	(0.805)
Citizen participation can make a significant difference in reaching our goals	1.025	1.225
	(0.644)	(0.784)
Involving citizens would expose our organization to different risks	0.585	1.143**
	(0.370)	(0.557)
Citizens are not interested in becoming engaged in public sevice delivery	-0.028	0.027
	(0.426)	(0.457)
Citizens do not possess the knowledge, skills, and attitudes needed for our organization	1.121	0.245
	(0.440)	(0.466)
Observations	39	37
Pseudo R Squared	0.227	0.268

Significance levels: *** p<0.01 **p<0.05 *p<0.1
Control variables: Age, gender, level of education.

According to the ordered logistic regression table (Table 33), there are two variables that have significant coefficients at 0.05 levels: 'My organization constantly seeks consultation and provides information to citizens' (1.795, the strongest explanatory power), and 'Involving citizens would expose out organization to different risks' (1.143). A one-unit increase in agreeing with constantly seeking consultation and providing information to citizens is associated with a 1.795 increase in the log-odds of agreeing rather than disagreeing with positive coproduction outcomes, holding all other variables constant. A one-unit increase in agreeing that involving citizens would expose the organization to various risks is associated with a 1.143 increase in the log-odds of agreeing rather than disagreeing with positive coproduction outcomes, holding all other variables constant.

Predicted probabilities help further explain the associations between each category of outcomes (agree, neutral, disagree), and attitudinal statements, holding all other variables constant at their mean. The change in probability of respondents agreeing to positive coproduction outcomes is 18.96%, while the change in probability for a neutral answer related to coproduction outcomes is 73.33%, holding all other independent variables at their mean values. The predicted probability for disagreeing with positive coproduction outcomes is 7.7%, holding all other variables at their mean values.

H2 emphasizes the relationship between the reasons for a public institution to become involved in coproduction activities and the impacts and outcomes of coproduction, more specifically the extent to which public value was created, as the goal. All predictors are measured on a scale level (1=total agreement and 5=total disagreement). The variable 'impacts' is formed out of the assigned values on a scale from 1-5 for the following statements: Impacts_1- 'The service delivery was aligned with values articulated by citizens', Impacts_3- 'The service delivery proved standing with formal authorizers', and Impacts_4-'The service delivery proved standing with individuals in polity'. The newly created dependent variable, 'imp' measures respondents' answers on a scale from 1-3, 1-agree, 2-neutral, and 3-disagree.

The independent variables included for each model are: (1) to cut budget expenditures and costs, (2) to increase productivity, (3) to build citizens trust in our organization, (4) to improve effectiveness, outcomes, and achieve greater value for money, (5) to improve service quality, (6) to increase the involvement of citizens or users, (7) to have access to European funding, (8) to improve local governance, and (9) to gain customer satisfaction. The regression controls for age, gender, and level of education. The Pseudo R-Squared value indicates that the predictors account for 24.1% of the variation of the dependent variable for the model with control variables. The predictors used account for 6% of the variation of the dependent variable for the model without control variables. In this case, control variables carry a lot of weight in the prediction.

Table 34. Ordinal Logistic Regression H2

Dependent variable: Impacts of coproduction	Without control var.	With control variables
To cut budget expenditures and costs	0.322	2.194
	(0.633)	(1.346)
To increase productivity	-0.496	-1.620
	(0.762)	(1.470)
To build citizens trust in our organization	0.096	1.279
	(0.906)	(1.707)
To improve effectiveness, outcomes, and achieve greater value for money	0.224	-0.512
	(0.719)	(1.365)
To improve service quality	-0.427	-2.057
	(1.050)	(1.746)
To increase the involvement of citizens or users	0.881	2.804
	(1.147)	(2.170)
To have access to European funding	0.490	1.301
	(0.581)	(1.183)
To improve local governance	0.605	1.064
	(0.993)	(1.308)
To gain customer satisfaction	-1.419	-2.314
	(1.349)	(2.114)
Observations	29	28
Pseudo R Squared	0.060	0.241

Significance levels: *** p<0.01 **p<0.05 *p<0.1
Control variables: Age, gender, level of education.

There are no significant coefficients that explain the relationship between impacts of coproduction and reasons for becoming involved in coproduction. However, when using the predicted probabilities and marginal effects of the estimation results, the change in probability of respondents agreeing to positive coproduction impacts is 86.39%, holding all other variables at their mean values. The change in probability of respondents having a neutral stance regarding positive coproduction impacts is 11.6%, while the change in probability for disagreeing with positive impacts of coproduction is 1.99%, holding all other variables at their mean values. The average marginal effect gives an effect on the probability (moving from 0 to 1), when impacts increases by one unit.

7.2.1.5 **Findings and conclusions of the quantitative part**

This section is intended to explore the coproduction and values questions, by identifying the most common types of coproduction and investigating what attitudes and reasons for coproduction have an impact on the process outcomes and impacts.

The descriptive statistics analysis for Slovakia reveals that most respondents believe that citizens are involved in initiating public services, this pointing to enhanced coproduction as the dominant type. The next preferred coproduction type is consumer coproduction, followed by participant coproduction, where citizens can design public services. The policy domains in which most co-productive activities take

place are culture and diversity, local environment, education, welfare, and rural regeneration. The reasons why public institutions engage in co-productive activities are for improving service quality and local governance, for building citizens' trust in the organization, and for gaining customer satisfaction. Survey participants specify that NGO and think-tanks and the most frequent category of actors involved in coproduction, being followed by citizens. A high percentage of respondents mentioned that the overarching purpose of coproduction at local level in Slovakia is to reduce costs, increase effectiveness in public service delivery, and develop the community. This purpose is associated to New Public Management goals. Only 21.43% of respondents pointed to a reason associated with New Public Governance-style initiatives.

The ordered logistic regression that explores the outcomes of coproduction in Slovakia, identifies two attitudinal statements that indicate positive associations with the dependent variable. Therefore, an organizational attitude that involves constantly seeking consultation and providing information to citizens is associated with positive coproduction outcomes, in terms of the success of the coproduction activity, decisions reflecting the public interest, and the organization achieving its mission and goals. However, a controversial association is given by the belief that involving citizens would expose the organization to various risks is positively associated with coproduction outcomes. This implies the influence of other factors on the dependent variable, or it can point to systemic distrust. At the same time, the interpretation of

predicted probabilities shows that the change in probability of respondents agreeing to positive coproduction outcomes is very high (86.39%).

The values question reveals that the main values that are emphasized as a result of latest coproduction activities in Slovak public institutions are responsiveness, public trust, and accountability, values emphasized by New Public Governance propositions. Respondents generally agree with the fact that coproduction is aligned with citizens' values and that coproduction stands up with formal authorizers and individuals' in polity roles and objectives, pointing to legitimacy/ representativeness in public service delivery. According to survey participants, coproduction has a role in improving the organizational quality of outputs and of operational performance, and of human resources.

7.3 Qualitative Phase

7.3.1 Interview analysis findings

7.3.1.1 Data analysis process

Content data analysis began with the interview transcription and directed and emergent coding in Nvivo 12.0. After creating nodes for finding patterns in the data, the transcripts were coded again, for a better identification of emergent codes. With the help of memos and notes, the researcher reflected upon the information for each node, in order to reveal meanings and other connections between patterns.

The main purpose of the content analysis is to identify major themes, and for this purpose the researcher designed a thematic map that reveals the connections between nodes in relation to the main concept – political culture (Appendix I). The map includes the main themes identified, since they point to the three dimensions of political culture: system, process, and policy. The main nodes and codes were then inserted in the codebook created by Nvivo. The advantage of Nvivo's codebook design is that it also quantifies the references for each node, a feature specific to content analysis (Patton, 2002). Finally, the researcher creates a narrative that reports the main themes and their components, but also interprets it. The narrative is supported by examples provided by respondents, and also relevant quotations that provide a deeper understanding of each theme and pattern.

Semi-structured interviews (30 minutes on average) were conducted via Skype with four experts in Slovak central and local public administration, that are faculty members in two Slovak universities, but also experts at the Slovak Governance Institute and the Government Commissioner Office for Civil Society in Slovakia. Appendix G includes the semi-structured interview guide.

7.3.1.2 **The coding process**

The first step in coding the data was to define the predetermined codes, as stated in the methodology chapter. These codes are derived from theoretical reflections and helped in systematically addressing the main concepts of the study.

The codebook for Slovakia is included in Appendix H, and it contains the code name and a brief description.

The codes that were used for analyzing transcript data are: coproduction success, enhanced coproduction, consumer coproduction, participative coproduction, knowledge gap, parochial culture, subject culture, participant culture, transitional culture, New Public Management, New Public Governance, political tensions, political values, problematic areas, public sector innovation, symbolic participation, and urban-rural gap. The policy, process, and system level are the three theory-directed themes used for guiding the content analysis. Specific text sections were assigned more than one code.

7.3.1.3 **Theme creation**

This study is centered on three themes that reveal the significance level of patterns and codes identified in the interview data. The themes are predominantly descriptive, since they identify specific aspects of each pattern. The researcher conducted a theme review, to evaluate whether the data truly support them and whether the themes work in the context of the entire data set.

The first pre-determined theme is the system level, however it provides rather different information than the previous country interview analyses. The system level is strongly impacting the development of Slovakia's political culture; the patterns mostly focus on internal, rather than external factors. Various political tensions are considered connected to public attitudes related to engagement. Other patterns identify a

transitional culture, but also a participant culture based on certain political values that will further be analyzed. This theme includes a discussion on the urban-rural and knowledge gap.

The second pre-determined theme is the process level and it concerns the role of citizens in relation to governmental action. This theme incorporates respondents' insights on the dominant type of political culture, but also references to other types. Emergent patters included various discussions on public sector innovation and symbolic participation.

The policy level is the third theme of this content analysis, and it describes the role of governments in facilitating engagement, the dominant types of coproduction and their specific dimensions at Slovak central and local level. This theme involves insights on the application of New Public Management and New Public Governance, and describes the factors that lead to successful coproduction together with policy areas that need to be addressed through participation.

Finally, the researcher interprets the data as a discussion that includes a summary of the analysis, an agenda for future study, connections with the theory and literature, and some questions that encourage future reflection on the topic.

7.3.1.4 **Content analysis findings**

The analysis of interview data is presented below, with an emphasis on the three themes and their component dimensions and patterns.

Theme 1: The system level

The system level theme reveals similar patterns in terms of how participants describe Slovakia's political values. There are two sets of values that are identified: (1) democratic values, such as transparency, participation, efficiency, self-government and (2) conservative values, such as nationalism and patriotism. These values are dispersed in relation to the geographical dimension, revealing the urban-rural sub-theme. This fragmentation impacts citizens' affiliation with certain political parties and their attitudes towards participation and involvement in political processes. The bureaucratic system is influenced by the idea that the state is the ultimate decision-maker, so the heritage from the previous regime is still visible at all levels of governance. As one interviewee defined it, the "post-communist mindset" has impacts both at individual level, in terms of personal values and motivations, and at societal level, in terms of shared patters and traditions. According to some participants, Slovakia didn't finalize its democratic transition, at least not at societal level. The transition is considered finalized at institutional level, but one respondent mentioned that the social component was considered a "marginal issue". Slovakia is therefore defined by a transitional (post-transitional) culture (sub-theme) that "implemented several significant reforms in the economic, political, and administrative sphere switching from a centrally-ruled society to a modern and democratic one" (personal communication, February 2018). Participants identified problems with domestic violence, gender ideology, and stigmatization of political parties. While respondents consider Slovakia as a "modern democracy" and "decentralization champion", low

levels of trust in government dominate the political system. Innovative political processes take place at national level, in terms of citizens financially supporting new independent political representatives and candidates. In addition to this, a common sub-theme that emerged is related to political tensions. Respondents identified a prominent level of politicization of public administration:

> "Politics is more important than policy, and in many cases, evidence is somehow manipulated and not used for policymaking. Instead it serves various electoral games in terms of raising popular support" (personal communication, March 2018).

The system is characterized, in the last two years, by large demonstrations and protests against the government, and oftentimes the government reacts in violent ways. In addition to this, the knowledge gap sub-theme emerges, and is defined by citizen dissatisfaction between citizen participation and government performance and outcomes. According to respondents, even if citizens provide inputs, they are not informed on how the government is using that information, and they do not receive enough feedback.

Despite all these systemic and cultural problems, Slovakia incorporates a participant culture that is well supported by the digital economy and public information. One interviewee believes that citizens and NGOs have an impact on putting policy problems on the political agenda, mostly at local level, and develop coproduction processes aimed to help marginal groups, such as the Roma and the low-income population. This leads to the second theme of this analysis.

Theme 2: The process level

From a citizen perspective, most respondents agreed that Slovakia's political culture is subject- citizens are somehow aware of political processes and tend to be involved. This is of course contextual, because for some political areas citizens can act in a 'parochial' manner, while for other they have participatory features. Two interviewees mentioned that they were involved in situations where municipalities were not aware of the project they were investigating, even if the documents showed that they were actively engaged. This is evidence for symbolic participation, a sub-theme discussed in the previous chapter.

Another common sub-theme is public sector innovation, a concept widely explored by Slovak experts that link innovation to the creation of public value, in terms of efficiency, quality, and transparency of public services. Experts mention that the Slovak approach to innovation is contextual, therefore it is strongly linked to economic, legal, and democratic values. Respondents support the idea that successful innovation comes from the consistency between the nature of innovation and the environment in which it takes places. It's important to mention that Slovak respondents consider innovation a result of public value co-creation, and that depends exclusively on citizen participation at the initiatory policy phase. This opens the analysis for the third theme.

Theme 3: The policy level

When asked about whether they agree with the survey results in what concerns enhanced coproduction as the dominant type, respondents provided a multitude of

successful projects and programs that were centered on public participation and citizen engagement in initiating policies. One such example is the following:

> "Another interesting project is called 'The Map of Feelings'. You have a map and an online and offline platform. Citizens can indicate on the map how they feel about an area in their city. They can point to the need for making it a green area, or an area that needs sports or various public service facilities. This project was first implemented in the largest city in Eastern Slovakia, but also in Bratislava." (personal communication, December 2018).

Enhanced coproduction is common at local level in Slovakia, and it involves not only citizen input, but also partnerships with NGOs and businesses. However, at the national level, there is the Open Government initiative that calls for citizen consultation before issuing any laws, however experts mention that in practice, only certain institutes or NGOs participate. Experts define this as "collaborative innovation networks". Central level service delivery is very tied to legal mechanisms, provisions, and vertical cooperation. Going back to local conditions, experts identify elevated levels of citizen participation in participatory budgeting, waste management, social services, environmental policy, housing, and urban/rural revitalization.

The policy level theme relates to the application of New Public Management and New Public Governance in Slovakia. When asked about the transition from NPM to NPG, participants consider that the public administration environment incorporates elements from both models, and traditional public administration elements. At organizational level, experts mention that public institutions have hybrid features; they also state that small villages and small towns have a challenging time incorporating NPM tools because of their high level of fragmentation and their dependency on

central authorities, so the models are rather implemented from the top-down. One interviewee draws attention on the fact that the adoption of NPG is the result of an internal will of citizens to modernize public services and achieve greater efficiency, rather than only subscribing to its principles. Another interviewee brings up a contrary opinion and mentions that NPG principles (or "buzzwords") are used to attract money from the European Union and fulfill the legal provisions and requirements. According to one expert, NPG is put forward by city corporations that request citizen input and public debate for certain projects, especially in public transportation. The prominent level of fragmentation at local level facilitates NPG.

Having this context defined, experts contributed in shaping a relevant sub-theme- coproduction success. This integrates the main factors that are considered to determine positive coproduction outcomes and impacts and the creation of public value. Experts identified the PrieStory program, aimed at improving public service delivery in rural regeneration, and measured its success in relation to the extent to which it created more efficiency, effectiveness, and equity. Citizen participation in Slovakia happens both at formal and informal levels, and usually NGOs are representative of certain categories of citizens. One expert identified a connection between private and public interests, but the main success condition is the involvement of local governments, and their willingness to cooperate with citizens even in measuring coproduction outcomes.

Finally, experts pointed to a series of problems in terms of policymaking. First, they mention that oftentimes the policy agenda is not flexible enough, and that policy

formulation and selection is politicized. Second, the uneven regional development contributes to cultural fragmentation, and one expert mentions, “the economic growth is not sufficient to create new jobs and substantially reduce unemployment” (personal communication, February 2018). This is the reason why a lot of coproduction is focused on urban regeneration—it reflects the need to address demographic changes (increased number of elders, juveniles, immigrants, etc.) and uneven development. One expert adds that “municipalities are likely to have a more reserved attitude towards co-creation processes that produce an extra financial burden for them, especially is such burdens have long-term repercussions” (personal communication, November 2018).

7.3.1.5 **Discussion**

The content analysis of interviews provides an in-depth look at the factors that influence political culture and policymaking in Slovakia, and at the same time it analyzes the connections between the main themes and sub-themes. While the system level reveals political tensions, cultural and economic fragmentation, a strong focus on legal values, and an orientation towards a ‘masculine’ culture that values competition, the process and policy levels point to best practices in terms of citizen participation, coproduction and the creation of public value. Slovakia’s (post) transitional culture is influenced by the relationship between citizens and state institutions, and citizens are being provided mechanisms for participation, and push public institutions towards becoming more open and flexible, despite them being reactive to problems. Despite

criticisms to the national level governance that is considered by experts to be rigid and politicized local level actors collaborate for addressing problems such as uneven regional development, demographic change, unequal access to public services, or reducing unemployment. There is evidence of enhanced coproduction at local level, and the main actors involved are local governments, citizens, and NGOs. Expert interviews confirm the findings of the quantitative analysis in terms of the most common type of coproduction, the factors that influence coproduction, and the actors involved.

New Public Governance is understood at institutional level, even if its principles are used for gaining access to European financial resources. Bureaucratic institutions in Slovakia incorporate features from traditional public administration, New Public Management, and New Public Governance. The success of coproduction is therefore determined by the extent to which all three features are adapted to the local context. Small communities are vulnerable because they must comply with national requirements for specific performance outcomes, and therefore collaboration with other institutions at local and regional level is a pre-condition for their efficiency and accountability. This overview points to one question: How can governments be accountable for their citizens in terms of providing consistent channels of communication and feedback? How can citizens continue to provide input to local governments also in the monitoring and evaluation phase of coproduction and co-creation?

7.3.2 **Document analysis findings**

7.3.2.1 **Process tracing narrative**

The use of process tracing for this study is justified by the great attention that is given to description, to the causal-process context which is formulated, and to the causal inferences coming from evidence (Collier, 2011). Slovakia's public sector is guided by a series of factors/ principles that are formulated within strategies and agendas with the goal of implementing New Public Governance-style reforms. The study highlights these relationships and aims to complete the formulation of the political context in which policy objectives are achieved.

The theory testing approach for this case study is like the one presented for the other two case study countries, and aims to describe through the process tracing narrative and evidence the following hypothesis:

H_{SK}: Modernizing the Slovakian public administration (through reducing the administrative burden, increasing citizen involvement, and offering easy access to information), bringing the public sector closer to EU standards regarding information society, focusing on digital literacy and electronic education, adopting a unified approach to ICT solutions, and creating an efficient and integrated technical infrastructure and digitalization of public administration move the direction of reforms towards New Public Governance.

The Slovak public administration reform is strongly oriented towards creating a smart administration, developing human capital, and implementing ICT in

administration and public service delivery. While the first wave of reforms aimed to ensure compliance with EU-accession conditions for professionalizing the public service, the current reforms aim to converge with the European Semester documents[21] and the EU's country recommendations, while bringing public services closer to citizens.

The strong focus on decentralization and territorial self-government is ensured by the creation of tools for citizen engagement. Central-level initiatives are oriented towards re-establishing citizens' trust in government, given the current situation of growing individualism and distrust in citizen-state relations (Marasova & Horehajova, 2017). Current tools for citizen engagement at the local level include: "elected municipal bodies, and public assemblies, through membership of commissions and school boards" (Marasova & Horehajova, 2017, p. 459), but also through public opinion surveys, development programs, or local referenda. Therefore, central-level strategies strengthen these mechanisms by building on an integrated approach to digitalization: educating the citizen (digital literacy), creating the ICT infrastructure, creating an integrated public administration online environment, and ensuring security and professional standards.

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[21] European Semester documents can be found here: http://ec.europa.eu/europe2020/making-it- happen/index_en.htm

7.3.2.2 **Evidence**

The main central-level strategies and initiatives that characterize the Slovak administrative environment are reflected in these policy adoptions: 1. Revision of Building eGovernment (2011-2013); 2. Digital Agenda for Europe in the Slovak Republic (2011); 3.Strategy of Society Informatization (2009-2013); 4. Strategy of Public Administration Informatization (2008-2013); 5. National Concept of Public Administration Informatization (2008-2013); 6. The Concept of Software Products Usage in Public Administration (2009-2013). Table 35 offers a complete overview of them:

Table 35. Main New Public Governance Reforms of the Slovak Republic since 2008

Reform[22]	**Direction of reform**
Revision of Building eGovernment (2011-2013)	The creation of the Strategic Council for eGovernment, reducing the administrative burden of enterprises and citizens, active citizen involvement into building a modern public administration, and easy access to information.
Digital Agenda for Europe in the Slovak republic (2011)	Informing the government about the EU activities in information society and the need to efficiently coordinate them at national level.
Strategy of Society Informatization (2009-2013)	Building the broadband infrastructure; Information security and standards; Electronic public administration; Electronic health care; Digital literacy and electronic education; Reduction of energy demand and increase in energy efficiency.
Strategy of Public Administration Informatization (2008-	Adopting a unified approach when it comes to ICT solutions, processes, procedural changes, the use of common infrastructure and implementation of shared

[22] Source: http://www.informatizacia.sk/aktualne-/11146s

2013)	services.
National Concept of Public Administration Informatization (2008-2013)	Creation of technical infrastructure and digitalization of the content and processes of public administration; Ensuring an integrated public administration system; Securing carefree interoperability and independence on technological platforms.
The Concept of Software Products Usage in Public Administration (2009-2013)	Procurement and operation of software products in public administration; Saving costs.

7.4 Conclusions

Slovakia's approach to New Public Governance is based on public sector innovation and public value co-creation. The fact that experts differentiate coproduction from value co-creation provides evidence on the important roles that citizens play at local level in expressing their concerns, and acting towards becoming agents of social change. Experts are aware that the transition towards democratic principles happened at institutional level, and the effects are visible at local level in terms of the tools and mechanisms of participation. Of course, decentralization had also a major impact on adopting democratic principles, but bottom-up processes are complemented by legal channels that also promote NPG principles, even if sometimes the channels are not flexible. Slovakia's political culture indicates high fragmentation and an orientation towards conservative values as well, however policymaking at national level is supported by several strategies that aim to reform the system and modernize the Slovak public administration through reducing the administrative

burden, increasing citizen engagement, improving digital literacy and electronic education. An important strategy is the unified approach to ICT solutions which makes its implementation easier across sectors and policy domains. Responsiveness, public trust, and accountability, are, according to the survey analysis, the main values emphasized by coproduction processes in Slovakia—being related to NPG outcomes.

Chapter 8

COMPARATIVE ANALYSIS OF FINDINGS IN THE CZECH REPUBLIC, ROMANIA AND SLOVAKIA

8.1 Introduction

This chapter provides a comparative analysis on how New Public Governance is approached in the Czech Republic, Romania, and Slovakia. First, it offers information on the evolution of the countries in terms of governance, economic, and information and technology indicators, based on publicly available data from the World Bank, United Nations, OECD, and Eurostat. Including information on these indicators is relevant for adding more clarity on the country-specific context and for better assessing the differences in terms of administrative, economic, and IT development dimensions. Next, the chapter presents a comparative overview based on the quantitative and qualitative analysis findings and interpretations for the three countries. Finally, a discussion is formulated to better understand the factors that influence the application of New Public Governance in Central and Eastern Europe, based on one expert interview provided by a European Union faculty member and leading expert on public management and governance. In addition, it includes the previously analyzed data as a source for comparative analysis. This chapter's conclusions will summarize the importance of considering New Public Governance in

the three countries, as part the public administration reform development and governance transition.

8.2 Comparison Across Indicators

The European Union doesn't have specific competences in the component countries' public administration sphere. However, it has a strong indirect impact on developing the administrative practices in the Czech Republic, Romania, and Slovakia mostly through promoting good governance and management practices, setting administrative standards, and sharing best practices related to the application of economic and administrative instruments. New member states experienced different reform paths that were guided by EU-accession requirements for creating a professional and merit-based civil service system, for reducing the size of the government, and increasing government effectiveness. However, because of the countries' limited administrative capacity and strategic orientation, in addition to other external factors, such as the fiscal crisis, the reform process led to various reform outcomes. The following indicators present the current situation at the country level.

8.2.1 **Governance Indicators**

The Worldwide Governance Indicators (WGI) include a dataset with information gathered from NGOs, think tanks, survey institutes, international organizations, and private sector firms that reflects views on governance quality provided by citizen and expert surveys in developing countries.

Table 36. Worldwide Governance Indicators

Indicator	Country	Year	Percentile Rank (0 to 100)
Voice and Accountability	Czech Republic	2007	79
		2012	77
		2017	77
	Romania	2007	61
		2012	58
		2017	65
	Slovakia	2007	75
		2012	77
		2017	76
Rule of Law	Czech Republic	2007	80
		2012	82
		2017	84
	Romania	2007	53
		2012	58
		2017	64
	Slovakia	2007	65
		2012	65
		2017	72
Regulatory Quality	Czech Republic	2007	82
		2012	81
		2017	86
	Romania	2007	67
		2012	69

		2017	70
	Slovakia	2007	81
		2012	81
		2017	76
Political Stability and Absence of Violence/ Terrorism	Czech Republic	2007	83
		2012	87
		2017	84
	Romania	2007	50
		2012	49
		2017	49
	Slovakia	2007	85
		2012	88
		2017	76
Government effectiveness	Czech Republic	2007	78
		2012	77
		2017	81
	Romania	2007	45
		2012	45
		2017	46
	Slovakia	2007	76
		2012	74
		2017	75
Control of Corruption	Czech Republic	2007	66
		2012	65
		2017	71
	Romania	2007	53
		2012	49
		2017	55
	Slovakia	2007	68
		2012	61
		2017	63

Source. The World Bank; http://info.worldbank.org/governance/wgi/#home

Data from Table 36 show the evolution of governance indicators for 2007, 2012, and 2017 for the Czech Republic, Romania, and Slovakia. As compared to the other countries, the Czech Republic has the highest scores for all indicators, being followed by Slovakia, and then Romania. The Czech Republic shows progress in terms of regulatory quality, government effectiveness, and control of corruption. Slovakia progressed in terms of rule of law, while Romania shows progress for voice and accountability, rule of law, regulatory quality, government effectiveness, and control of corruption. The Czech Republic stands out when considering improvements in regulatory quality (86). Romania's government effectiveness indicator (46) is still problematic.

8.2.2 **Economic Indicators**

Eurostat presents various economic indicators for regions and cities in the Czech Republic, Romania, and Slovakia, based on the degree of urbanization. The data (Table 37) indicate that for 2013, 24.14% of the Czech population lives in urban areas, 32.92% lives in rural areas, and 42.94% lives in intermediate regions that are formed out of towns and suburbs. In Romania, 11.34% of the population lives in predominantly urban regions, 45.14% lives in rural regions, and 43.52% lives in intermediate regions. Slovakia's distribution is similar- 11.32% of citizens live in urban centers, 38.39% live in intermediate regions, and 50.29% live in rural areas. Slovakia has the highest distribution of rural population, while the Czech Republic has

the highest percentage of citizens living in predominantly urban regions (Eurostat, 2013).

Table 37. Population Structure by Urban-Rural Typology

Country	Predominantly urban regions (%)	Intermediate regions (towns and suburbs) (%)	Predominantly rural regions (%)
Czech Republic	24.14	42.94	32.92
Romania	11.34	43.52	45.14
Slovakia	11.32	38.39	50.29

Source. Eurostat/ Regions and cities, 2013
https://ec.europa.eu/eurostat/web/national-accounts/overview

Tables 38 and 39 present information on population distribution type, housing cost overburden rate, unemployment and employment rates, percentage of people at risk of poverty or social exclusion, broadband connectivity and household internet connection type, based on the degree of urbanizations categories for the three countries. When comparing the unemployment rates for the three countries, for the population from 20-64 years, data indicate that the highest unemployment rate is in Slovakia's rural areas (10%), Slovakia's towns and suburbs (7.2%), and its cities (6%). The lowest unemployment rates are in Czech cities and rural areas. The distribution for people at risk of poverty or social exclusion reveals a concerning percentage of 48.5% of Romania's people living in rural areas. Romania's town and suburbs also hold a 30.5% of the population at risk of poverty and exclusion. Eurostat doesn't provide data for Slovakia for these indicators.

Table 38. Degree of Urbanization Indicators (I)

Name	Country	Employment rates by sex, age, and degree of urbanization (%), From 20-64 years	People at risk of poverty or social exclusion by degree of urbanization (%)	Broadband and connectivity, household internet connection type: broadband; Households living in densely populated area (at least 500 inhabitants/km2) (%)
Cities	CZ	79.6	12.5	86
Towns and suburbs	CZ	78.0	12.7	83
Rural areas	CZ	78.1	11.6	80
Cities	RO	72.9	19.6	85
Towns and suburbs	RO	65.1	30.5	76
Rural areas	RO	67.7	48.5	63
Cities	SK	75.5	not available	81
Towns and suburbs	SK	71.4	not available	82
Rural areas	SK	68.9	not available	75

Table 39. Degree of Urbanization Indicators (II)

Name	Country	Distribution of population by degree of urbanization, dwelling type and income group, EU SILC Survey, Total	Housing cost overburden rate by degree of urbanization (%)	Unemployment rates by degree of urbanization, sex and age from 20-64 years, Total (%)
Cities	CZ	30.1	13.4	2.8
Towns and suburbs	CZ	34.6	8.0	3.0
Rural areas	CZ	35.3	5.4	2.9
Cities	RO	28.9	9.6	3.6

Towns and suburbs	RO	24.6	10.3	5.9
Rural areas	RO	46.5	15.0	5.4
Cities	SK	not available	not available	6.0
Towns and suburbs	SK	not available	not available	7.2
Rural areas	SK	not available	not available	10.0

Romania's household distribution for broadband connectivity and internet in rural areas is the lowest in comparison with the Czech Republic and Slovakia's distributions: 63%, as compared to 80% in Czech rural areas, and 75% in Slovak rural areas. When considering cities, the Czech Republic has the highest distribution (86%), being followed by Romania (85%), and Slovakia (81%). However, Central and Eastern European economies still represent a small share of the European Union's GDP.

Data provided by the European Commission's spring 2018 forecast[23] indicate that Romania is the second fastest growing economy in Europe, with a 4.4% expected GDP growth in 2018. Slovakia and the Czech Republic are also among the fastest growing economies in terms of GDP, with 3.8% growth for Slovakia, and 3% growth for the Czech Republic. Moreover, according to Eurostat, Romania and the Czech

[23] https://ec.europa.eu/info/sites/info/files/economy-finance/ecfin_forecast_spring_030518_statistical_annex_en.pdf

Republic have a 1.2% share of EU's total GDP in the first three quarters of 2017, becoming two out of the four biggest Central and Eastern European economies. Romania's European Commissioner[24] mentioned that over 60% of the country's public investments are made through European funds.

8.2.3 **Information and Communication Technology indicators**

United Nations E-Government Survey for 2018 presents data on the global trends of e-government development, along with an analysis of how digital technologies impact the public sector, not only in terms of improving institutional processes, but also in terms of ensuring public values such as participation, inclusion, and accountability (UN E-Government Survey, 2018). Besides this, OECD also presents a set of country indicators that include gross domestic spending on research and development, ICT value added, and mobile broadband subscriptions (Table 40).

Table 40. OECD Innovation and Technology Indicators

Country	Gross Domestic Spending on R&D (% of GDP)	ICT Value Added (% of Value Added)	Internet Access (% Households)	Mobile broadband subscriptions (per 100 inhabitants)
Czech Republic	1.8	5.7	84.4	82.3
Romania	not available	not available	not available	not available
Slovakia	0.9	5.9	80.08	84.4

[24] http://business-review.eu/news/corina-cretu-over-60-pct-of-public-investments-in-romania-made-through-eu-funds-154882

Source. https://data.oecd.org/ict/ict-investment.htm

The United Nation's 2030 Agenda encourages UN member states to reflect upon how UN's sustainable development goals can be included into national planning initiatives, strategies, and policies, for increasing the level of political commitment and the level of public trust in e-government, through various modalities of engagement of non-state actors (UN E-Government Survey, 2018). The city of Prague is ranked 17 worldwide according to a UN index that covers technical and content aspects of the municipality website, electronic services provision, and e-participation initiatives available through the portal (score: 43; technology indicators, content provision indicators, service provision indicators, participation and engagement indicators).

The report tracks e-government development through the E-Government Development Index (EGDI), which is a "weighted average of normalized scores on the three most important dimensions of e-government: the scope and quality of online services as indicated by the Online Service Index (OSI), the status of the development of telecommunication infrastructure rated through the Telecommunication Infrastructure Index (TII) and the inherent human capital scored through the Human Capital Index (HCI)" (UN E-Government Survey, 2018, pp. 83-84). The overall EGDI value falls between 0 and 1, and is derived by the average measures of the three component indices. Tables 41, 42, and 43 present the values of the EGDI, TII, and HCI indexes for the three countries.

Table 41. UN E-Government Development Index

Country	Rank	EGDI	Online service component	Telecomm. Infrastructure component	Human capital component
Czech Republic	54	0.7084	0.6528	0.5971	0.8752
Romania	67	0.6671	0.6597	0.5471	0.7944
Slovakia	49	0.7155	0.7361	0.5964	0.8141

Source. United Nations Development Survey, 2018
Available at: https://publicadministration.un.org/egovkb/en-us/Reports/UN-E-Government-Survey-2018

Slovakia has the highest EGDI value of 0.7155, scoring higher than the other two countries for the online service component; it is also ranked 49 worldwide. The Czech Republic has the second highest value of 0.7084, scoring higher than the other two countries for the telecommunication infrastructure component, and the human capital component, being ranked 54. Romania's EGDI value is 0.6671, and the country scores higher than the Czech Republic in terms of the online service component.

Table 42. Telecommunication Infrastructure Index (TII) and Its Components

Country	TII	Fixed telephone subscriptions per 100 inhabitants	Mobile cellular telephone subscriptions per 100 inhabitants	Percentage of individuals using the Internet	Fixed (wired) broadband subscription	Active mobile broadband subscriptions
Czech Republic	0.5971	16.57	117.66	76.48	28.93	80.39
Romania	0.5471	20.78	115.78	59.5	22.49	80.19
Slovakia	0.5964	15.13	128.39	80.48	24.55	78.99

Source. United Nations Development Survey, 2018; https://publicadministration.un.org/egovkb/en-us/Reports/UN-E-Government-Survey-2018

Table 43. Human Capital Index (HCI) and Its Components

Country	HCI	Adult literacy (%)	Gross enrollment ratio	Expected year of schooling	Mean year of schooling
Czech Republic	0.8752	99	94.21	16.94	12.3
Romania	0.7944	98.8	83.83	14.93	10.8
Slovakia	0.8141	99.6	81.85	15.0	12.2

Source. United Nations Development Survey, 2018; https://publicadministration.un.org/egovkb/en-us/Reports/UN-E-Government-Survey-2018

The study's current design used quantitative and qualitative research methods to explore the New Public Governance characteristics that are found in the governance system and administrative structure of the Czech Republic, Romania, and Slovakia, since the countries became part of the European Union. The comparative analysis aims to provide understanding on the extent to which political culture impacts policymaking

from a New Public Governance lens, and public value is created as an outcome of the reform model.

8.2.4 **Public administration reform**

Czech Republic public administration reform path is characterized by making institutional changes and implementing modern public administration values both at national and local level. Reforms are mostly implemented under a top-down approach, and the fact that the local and national administration were separated and provided new duties affected Czech self-governments in a negative way (Nemec & Špaček, 2016). However, Czech decentralization is successful, and Czech municipalities and self-governments have independent competencies. The European Semester documents point to a series of existing problems in terms of over-regulation and administrative and regulatory barriers, low efficiency of public administration, lack of evidence-based policymaking, politicization, and corruption (Nemec & Špaček, 2016). Table 44 presents the distribution of powers between distinct levels of government in the Czech Republic. The Czech political orietation is mixed, tending to adopt social-democratic values, and the according to the findings, the political culture is subject- one in which citizens are somehow aware of their government and have a moderate level of involvement in political processes. The public sector's orientation and openness towards citizen participation is medium to closed, however it varies across public administration layers (Nemec & Špaček, 2016).

Table 44. Distrubution of Power Between Levels of Government in the Czech Republic

Government level:	Legislation	Regulation	Funding	Provision
Central government	• defence • external affairs • internal affairs • justice • finance/tax • economic affairs • environmental protection • public utilities • social welfare • health • education • science and research	-	• defence • external affairs • internal affairs • justice • finance/tax • economic affairs • environmental protection • public utilities • social welfare • health • education • science and research	• defence • external affairs • internal affairs • justice • finance/tax • economic affairs • environmental protection (some) • public utilities (some) • social welfare (allowances) • health • education • science and research
Regional government (regions)	-	• social welfare (coordination of social services) • environmental protection • public utilities (some, road infrastructure, coordination of transport) • health (hospitals) • education (secondary)	• social welfare (social services) • public utilities (some, infrastructure) • health (hospitals) • education (secondary)	• environmental protection • health (some)
Local government (municipalities)	-	• social welfare (social protection of children) • environmental protection • public utilities (some, road infrastructure, transport) • health (primary care) • education (primary)	• social welfare (social services) • environmental protection • public utilities (some, road infrastructure, transport) • health (primary care) • education (primary)	• social welfare (social services) • environmental protection • public utilities (some, road infrastructure, transport) • health (primary care) • education (primary)

Source. EU PACK Report on the Czech Republic, Public Administration Characteristics in the Czech Republic, 2017

Romania's public administration reform path is characterized by a lack of correlation between national and local strategies, and limited decentralization of powers from central to local level. Despite incorporating the principles of decentralization and local autonomy in the Constitution, together with some measures intended to decentralize the administrative system (such as creating new rules for local authorities and financing the local administration), the country lacks a unified approach to decentralization (Stamule, 2016). Table 45 indicates the distribution of powers between Romanian levels of governance. Romania's public administration reform is strongly influenced by international pressures (external ideas, advice, recommendations) from the European Union and donors. The reform agenda includes ensuring institutional transparency and accountability mechanisms, developing a professional body of civil servants, and improving service delivery and digitalization (Stamule, 2016). The country's current themes for debate are: the introduction of a unitary salary grid for all civil servants, downsizing the number of state employees, increasing human resource competencies through private sector and specialist's transfers, establishing which positions should be appointed politically, and improving e-governance (Stamule, 2017). The Romanian political orientation is generally social-democratic, and liberal political parties have a challenging time implementing a new vision given the orientation towards conservative values specific to the old regime's mentality. The regulatory density is very high, and the public sector is generally not open towards citizen participation (Stamule, 2016).

Table 45. Distribution of Power Between Levels of Government in Romania

Government level:	Legislation	Regulation	Funding	Provision
Central government	Defense External Affairs Internal Affairs Justice Finance/tax Economic Affairs Environmental protection Public utilities Social welfare Health Science and research Education	Defense External Affairs Internal Affairs Justice Finance/tax Economic Affairs Environmental protection Public utilities Social welfare Health Science and research Education	Defense External Affairs Internal Affairs Justice Finance/tax Economic Affairs Environmental protection Public utilities Social welfare Health Science and research Education	Defense External Affairs Internal Affairs Justice Finance/tax Economic Affairs Environmental protection Public utilities Social welfare Health Science and research Education
County government	-	External Affairs Finance/tax Economic Affairs Environmental protection Public utilities Social welfare Health Science and research Education	Internal Affairs Environmental protection Public utilities Social welfare Health Science and research Education	Environmental protection Public utilities Social welfare Health Education
Local government	-	Finance/tax Economic Affairs Environmental protection Public utilities Social welfare Health Science and research	Internal Affairs Environmental protection Public utilities Social welfare Health Science and research Education	Environmental protection Public utilities Social welfare Health Education

Source. EU PACK Report on Romania, Public Administration Characteristics in Romania, 2017

The Slovak public administration reform is oriented towards creating a smart administration, developing human capital, and implementing ICT in administration and public service delivery. While the first wave of reforms aimed to ensure compliance with EU-accession conditions for professionalizing the public service, the current reforms aim to converge with the European Semester documents[25] and the EU's country recommendations, while bringing public services closer to citizens. The strong focus on decentralization and territorial self-government is ensured by the creation of tools for citizen engagement. Central-level initiatives are oriented towards re-establishing citizens' trust in government, given the current situation of growing individualism and distrust in citizen-state relations (Marasova and Horehajova 2017). Current tools for citizen engagement at the local level include: "elected municipal bodies, and public assemblies, through membership of commissions and school boards" (Marasova and Horehajova 2017, 459), but also through public opinion surveys, development programs, or local referenda. Therefore, central-level strategies strengthen these mechanisms by building on an integrated approach to digitalization: educating the citizen (digital literacy), creating the ICT infrastructure, creating an integrated public administration online environment, and ensuring security and professional standards. Table 46 presents a view on the distribution of power between Slovak levels of government. In terms of openness towards citizen participation and

[25] European Semester documents can be found here: http://ec.europa.eu/europe2020/making-it- happen/index_en.htm

coproduction, the Slovak public administration system is rather closed, and the top-down approach still dominates.

Table 46. Distribution of Power Between Levels of Government in Slovakia

Government level:	Legislation	Regulation	Funding	Provision
Central government	National council can vote on any matters, ministries and central bodies issue regulations	Electricity, transport, tax system, universities	Defense, external affairs, internal affairs, justice, universities, science and research	Defense, external affairs, internal affairs, justice
Regional government	Regional councils may issue binding regulations for own competences	Regional transport, road tax rates, health care network	Social services, secondary education, roads	Social services (public private mix), health (public private mix), secondary education (public private mix), roads
Local government	Local councils may issue binding regulations for own competences	Local transport, local taxes rates, health care network	Social services, primary education, communal services	Water (public private mix), social services (public private mix), primary education (public private mix), communal services (public private mix)
Semi-independent social insurance funds	-	-	Pensions, health care, unemployment, some social benefits	-

Source. EU PACK Report on Slovakia, Public Administration Characteristics in Slovakia, 2017

Public administration reform in the Czech Republic, Romania, and Slovakia is generally characterized by relatively low levels of discretion and autonomy, procedural/legal orientation to policymaking, high regulatory density and administrative burden levels, and high tolerance to corrupted behaviors. However, the Czech Republic and Slovakia progressed in terms of institutionalizing democratic principles, and creating proper regulatory frameworks that push towards real decentralization and public governance. Romania's reform process is problematic in terms of government effectiveness and corruption, and recent reforms take place in a relatively unstable environment.

8.2.5 **Political culture**

The study's findings on political culture dimensions reflect three major themes that better help in conducting comparisons across this dimension: the system level, the process level, and the policy level. The system level in the Czech Republic indicates fragmentation in citizens' political orientations, an uneven regional development, corruption, and internal migration problems. The central level of governance is mostly oriented towards populism and self-interest, while the local level there is an orientation towards openness, transparency, responsiveness, and inclusion. Slovakia's political culture is still transitioning from e centrally-ruled society to a modern democracy, however there is a high degree of polarization and fragmentation in terms of political orientations and values- nationalist and populist values dominate the

central level, while participatory values are present at local level. They are distributed differently depending on the geographic location (urban-rural), the region's level of development, and the citizens levels of education and income. Romania's system level is highly influenced by external and internal factors such as international and internal migration, demographic decline, poor economic opportunities and poor infrastructure. As in the case of the Czech Republic and Slovakia, the system is dominated by low levels of trust in government and high degrees of political fragmentation. The political discourse at central level is highly divisive, and the pro-European discourse is used in a 'symbolic' way, mostly for politicians to gain electoral advantages.

The second theme is the process level and it reflects the role of citizens in expressing their expectations from the government and state institutions. Respondents identified both parochial and participant categories of citizens, with respect to their interest in politics and their level of involvement in providing feedback and input. While the central level is dominated by parochial orientations, the local level incorporates participant elements. Experts pointed to communication problems between citizens and governments, in terms of governments providing information on the results and outcomes of certain service delivery processes. In Romania and Slovakia, the polarization of political views is more visible, and in both cases experts mentioned the 'knowledge gap', together with distrust at all levels of government. The political culture is Romania and Slovakia is predominantly parochial, with participatory categories of citizens in urban areas. Experts mention the importance of identifying the active citizenry segment of the population.

Policy level is the third theme that facilitates the comparison of political culture orientations in the three countries. One the one hand, in terms of the dominant type of coproduction, Czech Republic and Slovak experts confirmed that enhanced coproduction is most common; governments usually involve citizens in providing input, however the process is discontinued and citizens are not sufficiently informed about the outcomes of their involvement. On the other hand, in Romania there is a low degree of citizen participation. Experts state that when citizens are involved in policymaking, this happens in the implementation phase. Consumer coproduction is therefore predominant. When discussing the application of New Public Management and New Public Governance in all three countries, experts agree that the models are not fully implemented, and that the governance systems contain features from the bureaucratic model, the Neo-Weberian model, New Public Management, and New Public Governance. They point to the need to take contextual factors into account when implementing various tools, to avoid negative outcomes. While experts understand the role of New Public Governance, they consider that governments generally are not informed on the model's characteristics, and if they are, the model's principles are adopted to comply to European requirements and standards at a formal level.

8.2.6 **Coproduction processes**

The coproduction research question is intended to explore how is public service delivery employed in the three countries. For this purpose, the study generated a hypothesis that seeks to determine whether an open attitude towards citizen participation positively influences coproduction outcomes. Survey respondents were asked to assess their level of agreement to a series of attitudinal statements and other statements related to coproduction outcomes. Findings for the Czech Republic determine an association between the organization having an open attitude towards citizen participation and positive coproduction outcomes. In Romania, constantly seeking information and providing information to citizens, and the belief that citizen participation can make a significant difference in reaching organizational goals are associated with positive coproduction outcomes. In Slovakia, constantly seeking information and providing information to citizens is positively associated with coproduction outcomes. Exploring this hypothesis confirms that from an organizational perspective, having an open attitude towards citizen participation, constantly providing information and seeking consultation from citizens, and the belief that citizen participation can make a significant difference in reaching organizational goals is beneficial for reaching organizational goals, and determining positive outcomes, such as the success of coproduction, or the extent to which public service delivery is oriented towards serving the public interest.

Survey results indicate that Slovakia has the highest percentage of institutions that facilitate a public consultation phase in providing services at local level (47.27%), as compared to 34% in Romania, and 30.61% in Slovakia. The most important reason why Czech and Slovak organizations involve citizens is for obtaining public feedback on analysis, alternatives, and decisions. In Romania, organizations involve citizens mostly for providing them balanced and objective information. The main actors involved in coproduction activities in the Czech Republic and Slovakia are NGOs, think tanks, and citizens. In Romania, local public organizations prefer to partner with schools and citizens.

8.2.7 **The creation of public value**

The values question aims to explore how is value creation and co-creation approached by the countries' public sectors. In this respect, the second hypothesis aims to determine to what extent a constant involvement in coproduction activities leads to positive coproduction impacts. Respondents answered according to an interval scale, to determine their level of agreement on the reasons why their organization becomes involved in coproduction, and a series of statements that refer to coproduction impacts and values. Czech responses point to an association between organizations becoming involved in coproduction to improve local governance and positive coproduction impacts. The analysis reveals also a negative association between becoming involved to cut budget expenditures and costs and positive

coproduction impacts (coefficient significance at 0.1 level). Romania's hypothesis analysis points to positive associations between becoming involved to improve local governance and to increase the involvement of citizens and positive coproduction impacts. However, there is a negative association between becoming involved in order to gain customer satisfaction and positive impacts. Experts stated that this result is impacted by the influence of other factors on positive impacts, and organizations mostly involve citizens for covering procedural and legal requirements. For the Slovak survey, there are no significant associations between variables.

Czech and Romanian respondents believe that most decisions reflect the public interest and that the service delivery is generally a success. Slovak respondents believe that the service delivery proves standing with individuals in polity, and that it is aligned with values articulated by citizens. Czech respondents consider and equity and effectiveness are the main public values created because of coproduction; Romanian respondents identify accountability, effectiveness, efficiency, and fairness, while Slovak respondents point to responsiveness and public trust. Czech respondents indicate that the quality and quantity of outputs improved because of coproduction. Romania's respondents indicate that the quality of operational performance and of the human resource are the two main dimensions improved. Slovak results highlight the improvement of quality of outputs and human resources. Czech service delivery stands out in terms of creating public value through a social innovation focus. This is determined by local public institutions' ability to self-govern, facilitated by a

consistent central level orientation of opening up the public administration to citizens and other non-state actors.

8.2.8 **Discussion**

The comparative analysis provides a summary of the research design implications, results, and outcomes related to New Public Governance characteristics in the Czech Republic, Romania, and Slovakia. Is also provides insights on the evolution of the public administration reform in countries that share a similar historical background, but follow different reform paths given the national and local context. The added value of the comparative analysis stands in the illustration of public governance practices that differ from one country to another. Political culture findings indicate that the countries are also in various stages in their transition to a representative democracy system. All three countries have a transitional culture that contains parochial, subject, and participative elements. However, while the Czech Republic is in a post-transitional phase, Romania is still working towards ensuring a democratic institutional framework for decision-making and policymaking. Slovakia has finished the institutional transition, but the society still needs to incorporate democratic principles in day-to-day activities. This, combined with external pressures for Europeanization and globalization, and internal challenges such as uneven regional development or internal migration, affects the way in which public service delivery

takes place, and the way the relationship between citizens, state, and non-state actors is defined and conducted.

Populist and eccentric movements that polarize the countries' political scene are mostly determined by previous negative experiences that caused reluctance among voters to participate in public deliberations, especially national referendums (Marczewska-Rytko, 2018). For example, in the Czech Republic, as noted by one expert, using direct democracy instruments at national level didn't have such a significant impact on the participatory character of the society. Citizens' will to be engaged was partially due to local referendums. Local referendum campaigns made citizens more informed, and offered them tools for being engaged in problem-solving and providing inputs. One example is the Czech Greens party initiative to write a law on the national referendum, and to mobilize the population to vote against top-down initiatives that were unfavorable at local level (Marczewska-Rytko, 2018). Romania used the national referendum as a direct democracy mechanism, but the six referendums that took place after 1989 mostly target the Constitutional level, the electoral and parliamentary system, and the presidential tenure (Marinescu, 2018). These national referendums are used as tools in the political battle between the Parliament, the Government, and the President, or in relation to electoral campaigns. Citizens can't initiate a national referendum in Romania. The situation in Slovakia is similar. The use of national level referendums is intended to achieve narrow party interests, and this further destabilized the already polarized political scene (Kużelewska, 2018). The use of referendums for solving legal and political

controversies negatively therefore affects its power to build consensus and solve political conflictual situations, and can decrease the level of public trust. Encouraging local referendums proved to be a better tool for representing local interests. Findings indicate the prevalence of the so-called "knowledge gap" in all three contexts. Inadequate communication/ feedback and input channels between citizens and state and non-state actors determine the knowledge gap. Citizens that are not sufficiently informed on the work of their government, or they are not provided means for engagement, will tend to stay passive and uninterested in political activity. For this purpose, it's important to discuss the concept of civic information. Civic information is defined as "the continuous flow of facts, opinions, and ideas that help citizens understand matters of potentially public concern and identify opportunities for action" (Wells, 2015). It is tempting to say that that the best recognized source of civic information is mass media, however the functioning of media in Central and Eastern Europe is problematic and is guided by political interests. Data show that trust in media in Central and Eastern Europe is higher than trust in government, therefore "political parties compensate for the lack of trust by merging with popular media programs or by building themselves around media personalities" (Smilov, 2017).

In this context, civic groups and organizations have the power to become sources of civic information and promote the development of social capital (Wells, 2015). New Public Governance is intended to support the governance of social networks and the new digital media, through the creation of innovative online mechanisms that help organize large groups of people. Other types of interventions are

government-initiated direct democratic innovations, bottom-up citizen engagement approaches (that emerge from civil society and social movements), electoral reforms (that can improve opportunities to vote), and institutional provisions (that encourage the engagement of new types of actors) (Anheier, Kaufmann & List, 2017). As findings indicate, political support is necessary in coordinating such efforts and promote decisions made by the citizenry through director democratic means, such as deliberate polling, local referendums, public meetings, etc. The great challenge in Central and Eastern Europe is to adapt democratic institutions to an environment characterized by low and declining trust in political institutions.

Chapter 9

CONCLUSIONS AND RECOMMENDATIONS FOR FUTURE STUDY

9.1 Summary

This study is sought to investigate the New Public Governance characteristics in the Czech Republic, Romania, and Slovakia, based on a conceptual framework that analyzes the connections between political culture, coproduction processes at local level, and the creation of public value.

The study employs a mixed-methods design, and uses qualitative methods to investigate the political culture question related to how the type of political culture is informing of democratic public service delivery; the study employs quantitative analysis for answering the coproduction and values questions, about how public service delivery and value creation and co-creation are approached in the three countries.

This dissertation is composed out of nine chapters, the first ones presenting the literature review, conceptual framework, and the study's methodology, while the others present the findings for New Public Governance in the Czech Republic, Romania, and Slovakia for each type of method employed and in relation to the research questions. The study concludes with a comparative analysis of findings and a discussion on implications.

9.2 Limitations

There are some limitations of this research study that need to be addressed, primarily relating to response bias, the representativeness of respondents and inferences about causality.

Given that the study uses a cross-sectional survey design, the study is not allowed to infer causality, and for this reason the author considered various associations between predictors and dependent variables. Future research on this topic while using longitudinal data or experimental research design would need to be considered. Given the small sample size, the study recognizes the response bias, specifically question order bias, thus limiting the number of observations for certain dependent variables included in the two regression models. Response bias affects the interpretation of the results because respondents failed to answer all survey questions given technical problems with Qualtrics. Respondents were not able to re-load the survey once they opened it and partially completed it, therefore there some responses are misssing.

For a 95% confidence level, a good estimate of the margin error is given by $1/\sqrt{N}$, where N is represented by the number of participants or the sample size (Niles, 2006). Therefore, for a sample size of 500, the margin of error should be 0.045, while for a sample size of 1000, the margin of error (fraction) should be 0.032.

9.3 The Role of Legitimacy in Adapting New Public Governance to Central and Eastern European Contexts

This section includes a discussion on the features and importance of legitimacy in adapting New Public Governance in the Czech Republic, Romania, and Slovakia. What is required to count as a legitimate institution in a democratic political system? How can legitimacy be measured across various governance modes and institutional structures?

Political legitimacy is defined as ”the acceptance of shared rule by a community as appropriate and justified” (Bernstein, 2005). This definition highlights the importance of developing arguments related to whether community members should accept a decision or rule, thus making it justifiable. Justifiability can refer to a political system or regime, but also to particular policy decisions, or power relationships between governance actors. This definition departs from Max Weber’s approach to legitimacy, as he defines it in terms of the ”belief in legitimacy by social agents” (Eshuis & Edwards, 2013, p. 5). Democratic legitimacy concerns both the acceptance of power and authority, and of the outcomes that are produced. Having this stated, Easton (1965) distinguishes between input, throughput, and output legitimacy as three dimensions that are in accordance to his political systems theory. This classification is particularly important for this study, as it lines up with the three levels of a political system: system, process, and policy levels. Following this line of argument, input legitimacy ”relates to the openness of decision-making processes” (Eshuis & Edwards, 2013). This is related to organizational attitudes towards citizen participation in the

context of coproduction: How open is an institution towards citizen participation? What opportunities do citizens have in participating in coproduction? Input legitimacy therefore becomes the link between institutional structure and democratic political culture. Throughput legitimacy is associated with the quality of decision-making processes in terms of participation, deliberation, legality, rule of law, and transparency (Eshuis & Edwards, 2013). It is a dimension that includes diverse opinions, and supports the creation of a shared sense of identity, through collective learning processes and a shared space for debate. The quality of participation is also measured by the extent to which it includes the voices of underrepresented populations, such as minority or weakly organized groups. Throughput legitimacy is therefore related to the process level that concerns citizens' expectations about how collaboration between state and lay actors should take place. Output legitimacy "concerns the capacity of a political system to produce certain outputs or outcomes that actually contribute to the remediation of collective problems" (Eshuis & Edwards, 2013, p. 7). This dimension is associated with the capacity of coproduction to produce public value, in terms of ensuring efficiency, effectiveness, responsiveness, and accountability of public service delivery. All three legitimacy dimensions are equally important in adapting New Public Governance to new contexts. Legitimacy requirements can vary across various forms of governance and issue areas, because of their interplay with social norms and structures. New Public Governance calls for evaluating input, throughput, and output legitimacy in an attempt to identify how public service delivery systems determine and shape the process of legitimacy granting. The successful application of the model is

dependent on justifications and a shared acceptance of what an appropriate institution should look like (institutionalized authority), but also on a shared set of norms that guides the community that grants legitimacy.

Measuring legitimacy in Central and Eastern European contexts needs to include both state (governmental institutions) and lay actors (citizens, non-state actors). This includes taking into consideration both the top-down approach (institutional aspects), and the bottom-up approach (public opinion and voices of actors) (Weatherford, 1992). Von Haldenwang (2016) refers to four dimensions in measuring legitimacy based on the two categories of actors: attitudes/ opinions (confidence in leaders, satisfaction with regime), performance (public service delivery, effective regulation), behaviors (electoral behavior, protest activities), and claims (access to law, political procedures, civil rights, and symbols). An important element of legitimacy in Central and Eastern Europe is the protest movement, since it represents an indicator for political and cultural change. However, this can be problematic if it is not supported by institutional structures. Overall, New Public Governance is a new mode of governance that requires legitimacy and trustworthiness. It has the capacity to correct the democratic deficit by involving citizens in decision-making processes, through coproduction, social dialogue, and diverse forms of collaboration with other actors. This can ensure the legitimacy of public service delivery, through information-sharing solutions and cooperative norms, that create space for debate – a condition for a successful adherence to New Public Governance principles.

9.4 Best Practices and Lessons Learned

Evidence of coproduction at local level in Central and Eastern Europe is limited to a few examples where coproduction practices have been adapted to particular contextual conditions in each country. Generally, the outcomes and impacts of coproduction are positive and they are determined by open attitudes towards citizen participation, an orientation towards consultation and providing information, and serving the public interest. The results of the study indicate that coproduction helped increase efficiency, effectiveness, accountability, and public trust in all three countries. From a public institution's (state actor) perspective, the main barrier that stands in the way of properly using coproduction techniques is the standard belief that the state is the ultimate decision-maker, therefore limiting citizen participation (Nemec et al., 2017). Some public managers consider coproduction a burden, rather than an opportunity for improvement. The main actors that contributed to delegating decision-making horizontally in Slovakia, Romania, and the Czech Republic were NGOs, representatives of local public institutions, and citizens. The creation of departmental task groups and networks that are focused on innovation and risk management in coproduction initiatives is one best practice example that can facilitate positive outcomes (Nemec et al. 2017). Careful financial planning and additional external revenue collection from crowd-sourcing or private institutions is also recommended (Nemec et al., 2017). Involving a diverse body of actors (in terms of ethnicity,

education, income levels, etc.) and bringing together opposing views determine successful coproduction outcomes.

Moving beyond consultation and providing information to citizens is also a factor that influences positive coproduction outcomes. Active and genuine citizen participation and the equal representation of stakeholders (both internal and external) are another two conditions for coproduction. Educating the community about mechanisms for participation and improving communication between state and lay actors through information technology tools allow trust building over time. There is evidence that using adequate policy instruments can enhance coproduction or governing resources such as information (information provision, education, training, reporting, advice), authority (advisory group creation, self-regulation), treasure (subsidies, grants, campaign funding, interest-group funding), and organization (judicial review, administrative reorganization) (Mangai & DeVries, 2018).

The connection between state and administrative traditions, and coproduction and the creation of public value is very important when adapting new governance models to traditional authoritarian contexts. Despite the limitations, this study brings up the importance of organizational attitudes related to the factors that enhance coproduction, and their influence on various outcomes. Having an open attitude towards citizen participation and actively involving citizens in initiating and designing policies aimed to service the public, need to be complemented with proper regulatory mechanisms that support collaboration and improve accountability, responsibility, and representativeness.

Czech and Slovak local public service delivery provides a series of best practices that can inform other contexts in terms of direct user participation. There are clear examples of New Public Governance-style initiatives when engaging citizens through various mechanisms such as local referendums, public debates, the use of online platforms for deliberation and decision-making, and social media. In the Czech Republic, municipalities and regions operate separately from central and regional levels of government. Czech local government responsibilities are divided into independent competencies and delegated powers (Nemec, Plaček, Sedmihradská and Soukopová, 2016). This division allows for an efficient management of local services through benchmarking. Czech studies identified benchmarking as ”one of the most efficient performance management tools in the public sector” (Nemec et al., 2016, p. 15). Participants in benchmarking projects carried between 2003-2014 in the Czech Republic identified a series of benefits of benchmarking: ”cost savings, improvement of processes, improved transparency in the public sector, and improved strategic management” (Nemec et al., 2016, p. 15).

Strategic governance is a best practice example in all three countries. The case of Brno 2050 Strategy (the Czech Republic) represents a good collaborative practice that incorporates a long term development strategy based on three main phases: a strategic phase (a vision for the city for 2050, values and goals), a programming phase (priorities, goals, measures for 2025), and a phase of action plans for 2020. The strategy included a City Ecosystem informing campaign that involved working with ambassadors and guarantors in disseminating information with other stakeholders.

This took place by forming five thematic working groups that discussed overlaps and conflictual situations in formulating the city's 2050 strategy. The public was also invited to participate through face-to-face meetings, and online involvement (social media, web polling). The city of Cluj-Napoca's development strategy (2014-2020) includes participative democracy as a sectorial strategy. This is pursued through operational programs on participatory budgeting, participative urbanism (urban regeneration plan), participative art and culture, collective political education using e-governance, and social economy. Partnerships with higher education institutions also prove to be beneficial, in terms of using students, faculty, and experts in shaping the "Cluj Innovation City" vision and the smart city vision. Current Czech and Slovak studies are focused on evaluating the use of social media as a participatory tool (Špaček, 2017; Svidroňova, Kaščáková & Vrbičanová, 2018). Traditional citizen participation tools used by Slovak system are public debates, opinion surveys, city webpages, and public speaking hours (Svidroňova et al., 2018). Social media is considered a non-traditional ciitzen participation tool that is a common practice in eGovernment platforms. Facebook is used mainly for providing government information, but there is evidence that governments use it for getting citizen input and feedback (Svidroňova et al., 2018). One example is the city of Bratislava, Slovakia, where local governments use social media to invite citizens in planned public debates and consultations (Svidroňova et al., 2018). Generally, in Slovakia, Facebook is believed to keep the general public informed, and increase the openness and transparency of the self-governing process. One Romanian initiative is the GovITHub

program established in 2016. It is a governance network (project managers, civil society members, entrepreneurs, IT consultants) intended to minimize government's costs through open source government and social innovation, and through developing IT projects that modernize the Romanian public administration environment. All these initiatives need to be supported by favorable legislation, since governments can make a significant different in promoting New Public Governance through crowding-in and crowding-out certain behaviors (Pestoff, 2012).

9.5 Recommendations for Future Study

This dissertation is intended to contribute to the literature on international comparative administration, through investigating the influence of the political context on democratic practices. The use of mixed methods facilitated a deeper and more accurate investigation of the factors that influence the application of New Public Governance in post-communist countries, that are currently transitioning to more democratic forms of governance. It is the author's hope to continue this project, and develop a panel data analysis based on this design, that will allow for determining causality between the study's variables. Future research on this topic could investigate the application and influence of value-based legitimacy and accountability, as concepts that need to be adapted to the contemporary reality of service delivery and to the trends of network and collaborative governance. Future studies could also address the concept of coproductive performance, an important mechanism that is seen to

provide the tools needed for improving state and lay actors collaboration and feedback mechanisms, and therefore cover the 'knowledge gap'.

There are a number of gaps in the current knowledge on New Public Governance that follow from this study's research, and would benefit from further research, including further extending and testing of the conceptual framework developed:

1. In-depth exploration of the types of public sector leadership skills and models that fit the current reality of public service delivery systems would be helpful. Research could explore how transformational leadership and value-based leadership supports effective collaborative and network governance.

2. More methodological work is needed on how to measure coproduction outcomes and performance. This is connected to the policy feedback problem identified in the current research study, and the disconection between citizens' input and governmental feedback mechanisms.

3. More research needed on the citizen experience. This study addressed organizational factors that impact coproduction, however individual factors that motivate coproductive behavior are equally important. An assessment of World Values Survey data on participation and citizen attitudes and opinions in the three countries would provide better understanding on the contextual dimensions.

4. It would be helpful to qualitatively capture the experiences and perspectives of the 'super-activists'. Who are the actors that compose the

active citizenry in these countries, what are their characteristics, and how could their role as facilitators, promoters, and educators of public governance practices be extended so that is benefits a larger segment of the population?

Furthermore, the conceptual framework can be revised so that it provides an integrated assessment on how governance processes work based on the current research. The political culture component can be expressed by highlighting the three dimensions/ themes (system, process, and policy level), and by connecting them to the coproduction and outcomes components. Including the three legitimacy dimensions accordingly (input, output, throughput) is also worth considering.

This study is intended to also inform the scholarship on the application and adaptation of New Public Governance, not as an ultimate reform goal, but as a set of tools that aim to steer public service delivery systems towards a better representation of the public interest.

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Appendix A

DEMOGRAPHIC DATA FOR CZECH REPUBLIC SURVEY RESPONDENTS

Variables	Obs.	Mean	Std. Dev.	Min.	Max.
Gender	52	1.67	0.47	1	2
Age	46	49.54	9.08	30	68
Level of education	50	2.34	1.04	1	4
Community characteristic	52	1.46	0.50	1	2
No. of years working in the institution	15	14	6.72	3	25

Gender	Freq.	Percent	Cum.
Female	17	32.69	32.69
Male	35	67.31	100
Level of education			
College degree	17	34	34
Undergraduate degree	3	6	40
Master's degree	26	52	92
Doctoral degree	4	8	100
Previous experience in the public sector			
Yes	44	86.27	86.27
No	7	13.73	100
Previous experience in the private sector			
Yes	35	68.63	68.63
No	16	31.37	100
Previous experience in the NGO sector			
Yes	13	25.49	25.49
No	38	74.51	100

Appendix B

DEMOGRAPHIC DATA FOR ROMANIA SURVEY RESPONDENTS

Variables	Obs.	Mean	Std. Dv.	Min.	Max.
Gender	291	1.43	0.49	1	2
Age	276	44.07	10.24	23	65
Level of education	293	2.43	0.59	1	4
Community characteristic	294	1.82	0.37	1	2
No. of years working in the institution	239	12.61	8.39	1	39

Gender	Freq.	Percent	Cum.
Female	163	56.01	56.01
Male	128	43.99	100
Level of education			
College degree	14	4.78	4.78
Undergraduate degree	139	47.44	52.22
Masters degree	138	47.10	99.32
Doctoral degree	2	0.68	100
Previous experience in the public sector			
Yes	243	83.22	83.22
No	49	16.78	100
Previous experience in the private sector			
Yes	144	49.32	49.32
No	148	50.68	100
Previous experience in the NGO sector			
Yes	69	17.35	17.35
No	221	82.65	100

Appendix C

DEMOGRAPHIC DATA FOR SLOVAKIA SURVEY RESPONDENTS

Variables	Obs.	Mean	Std. Dev.	Min.	Max.
Gender	57	1.52	0.50	1	2
Age	54	47.55	10.73	30	67
Level of education	58	2.55	1.01	1	4
Community characteristic	57	1.71	0.45	1	2
No. of years working in the institution	20	15.85	9.87	2	33

Gender	Freq.	Percent	Cum.
Female	27	47.37	47.37
Male	30	52.63	100
Level of education			
College degree	15	25.86	25.86
Undergraduate degree	3	5.17	31.03
Masters degree	33	56.90	87.83
Doctoral degree	7	12.07	100
Previous experience in the public sector			
Yes	43	76.79	76.79
No	13	23.21	100
Previous experience in the private sector			
Yes	36	63.16	63.16
No	21	36.84	100
Previous experience in the NGO sector			
Yes	18	31.58	31.58
No	39	68.42	100

Appendix D

INTERVIEW GUIDE CZECH REPUBLIC

Study: NEW PUBLIC GOVERNANCE IN THE CZECH REPUBLIC, ROMANIA AND SLOVAKIA

Thank you for your participation in this research study!
The purpose of this interview is to discuss aspects related to the political culture in the Czech Republic and how this connects to the main findings of the quantitative part of this study. Before each question, the will describe findings. The political culture of this country is evaluated with the purpose of defining the overall political context in which NPG practices are being employed. (30 min interview/ person)

Political culture

1. Based on your knowledge and experience, how would you describe the existing political culture in the Czech Republic?

2. Where would you place the political culture in the Czech Republic according to the following basic types as defined by Almond & Verba (1962)? Please choose one typology and explain.

Type of political culture	***Description***
Parochial	Citizens are mostly uninformed and unaware of their government and take little interest in the political process
Subject	Citizens are somewhat informed and aware of their government and occasionally participate in the political process
Participant	Citizens are informed and actively participate in the political process

3. Please discuss three most important political values that shape the political culture in the Czech Republic.

Coproduction and the creation of public value

4. Most respondents consider that citizens were initiators/ co-initiators of public services, therefore enhanced coproduction is the most common type employed in service delivery. To what extent do you agree with this? Are there any examples of enhanced coproduction processes you are aware of?[26]

5. When considering the overarching purpose of coproduction, a significant majority of respondents agreed to the statement that the overarching purpose of the latest/ current coproduction initiative was ensuring a working environment that encourages participation and guarantees that community interests are represented. This is associated to New Public Governance-style outcomes. How do you see/ explain the transition from NPM to NPG, if any?

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[26] ***Consumer coproduction***: results from the inseparability of production and consumption during the service encounter and focuses upon the engagement of the consumer at the operational stage of the service production process in order to balance their expectations and experience of the service. The aim is *user empowerment*.
Participative coproduction: results from the intention to improve the quality of public services through participative mechanisms at the strategic planning and design stage of the service production process, such as user consultation, and participatory planning mechanisms. The aim is *user participation*.
Enhanced coproduction: results from combining the previous operational and strategic modes of coproduction to change the paradigm of service delivery. The aim is *user-led innovation*-between users and services providers- of new form of public service." (Osborne & Strokosch, 2013, p. 13)

6. Findings indicate a negative relationship between the organization constantly seeking consultation and providing information to citizens and positive coproduction outcomes. How do you explain this? What other factors do you think have an influence on positive coproduction outcomes and impacts?

Appendix E

CODEBOOK FOR CZECH REPUBLIC INTERVIEW ANALYSIS

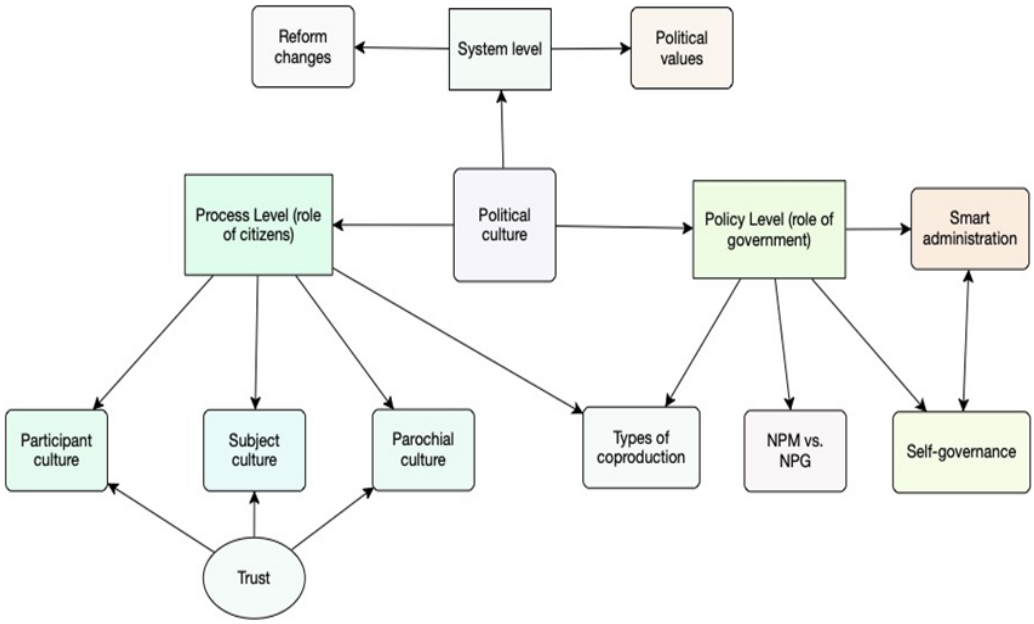
Name	Description	Files	References
Coproduction success	Includes any references to the conditions that influence successful coproduction outcomes.	1	1
Enhanced coproduction	Includes any references to citizens becoming involved in the initiation phase of the coproduction process.	2	6
Fragmented culture	Includes references to any kind of conditions that contribute to creating a divisive culture.	2	5
New Public Governance	Includes references to the application of New Public Governance in the Czech Republic.	2	3
New Public Management	Includes references to the application of New Public Management in the Czech Republic.	4	6
Parochial culture	Includes references to the type of culture characterized by citizen un-involvement, passive behaviors, and insufficient participation.	1	1
Participant culture	Includes references to the type of culture characterized by active citizen	2	4

Name	Description	Files	References
	participation and involvement in political processes and citizens being highly informed.		
Participative coproduction	Includes any references to citizens becoming involved in the planning and design phase of coproduction.	2	2
Policy evaluation	Includes any references to the way policy evaluation is conducted at local or central level.	1	1
Political orientation	Includes any references to political orientations that define the system in the Czech Republic.	1	1
Political values	Includes references to any shared values, beliefs, and norms that define the relationships between citizens and governments.	3	8
Reform changes	Includes references to any changes to the way public administration evolves, and the way governance is pursued.	2	5
Self-governance	Includes references to the way the Czech local government is being managed and over what domains self-governance predominates.	1	1
Smart administration	Includes any references to smart administration strategies, initiatives, or laws.	1	2
Subject culture	Includes references to the	2	4

Name	Description	Files	References
	type of culture characterized by active citizen involvement, active behaviors and interest towards politics, and participation.		

Appendix F

THEMATIC MAP FOR CZECH REPUBLIC INTERVIEW ANALYSIS



Appendix G

INTERVIEW GUIDE ROMANIA

Study: NEW PUBLIC GOVERNANCE IN THE CZECH REPUBLIC, ROMANIA, AND SLOVAKIA

Thank you for your participation in this research study!

The purpose of this interview is to discuss aspects related to the political culture in Romania and how this connects to the main findings of the quantitative part of this study. Before each question, the interviewer will describe the findings. The political culture of this country is evaluated with the purpose of defining the overall political context in which NPG practices are being employed. (30-minute interview/ person)

Political culture

1. Based on your knowledge and experience, how would you describe the existing political culture in Romania?

2. Where would you place the political culture in the Romania according to the following basic types as defined by Almond & Verba (1962)? Please choose one typology and explain.

Type of political culture	***Description***
Parochial	Citizens are mostly uninformed and unaware of their government and take little interest in the political process
Subject	Citizens are somewhat informed and aware of their government and occasionally participate in the political process
Participant	Citizens are informed and actively participate in the political process

3. Please discuss three most important political values that shape the political culture in Romania.

Coproduction and the creation of public value

4. Most respondents consider that citizens were implementers/ co-implementers of public services; therefore the most common type of coproduction is consumer coproduction. To what extent do you agree with this? Are there any examples of consumer coproduction processes you are aware of?[27]

5. When considering the overarching purpose of coproduction, a percentage of 47.49% of respondents consider that coproduction aims to ensure a working environment that encourages participation and guarantees that community interests are represented- features specific to New Public Governance. How do you see/ explain the transition from NPM to NPG, if any?

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[27] ***Consumer coproduction***: results from the inseparability of production and consumption during the service encounter and focuses upon the engagement of the consumer at the operational stage of the service production process to balance their expectations and experience of the service. The aim is *user empowerment*.
Participative coproduction: results from the intention to improve the quality of public services through participative mechanisms at the strategic planning and design stage of the service production process, such as user consultation, and participatory planning mechanisms. The aim is *user participation*.
Enhanced coproduction: results from combining the previous operational and strategic modes of coproduction to change the paradigm of service delivery. The aim is *user-led innovation*- between users and services providers- of new form of public service." (Osborne & Strokosch, 2013, p. 13)

6. Findings indicate a negative relationship between being involved in coproduction to gain customer satisfaction and positive coproduction outcomes. What do you think is the explanation for this? What other factors do you think are determinant of positive coproduction outcomes and impacts?

Appendix H

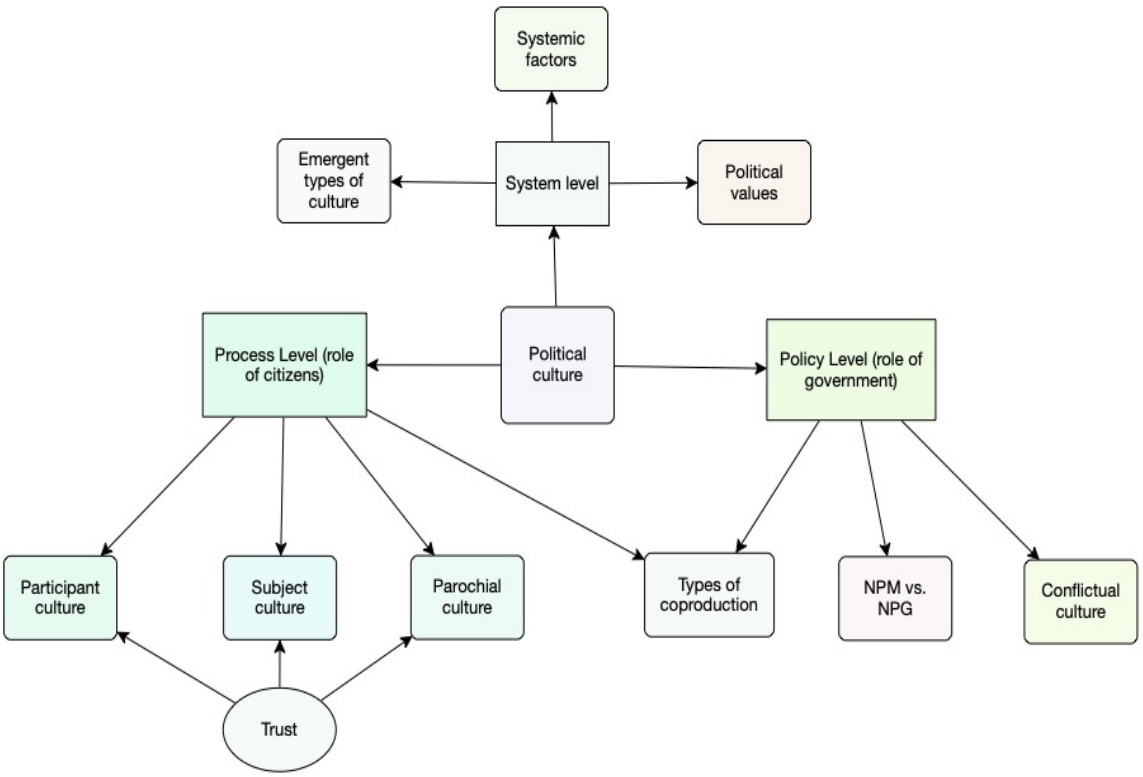
CODEBOOK FOR ROMANIA INTERVIEW ANALYSIS

Code Name	Description	Files	References
Consumer coproduction	Includes any references to citizens involved in the implementation/operational phase of the coproduction process.	3	4
Enhanced coproduction	Includes any references to citizens becoming involved in the initiation phase of the coproduction process.	1	1
Systemic factors	Includes references to general factors that influence the political system such as immigration, population collapse or communist traditions	2	9
Gaps in knowledge	Includes references to problematic information exchange between citizens and governments	1	2
New Public Governance	Includes references to the application of New Public Governance in Romania	4	8
New Public Management	Includes references to the application of New Public Management in Romania	3	5
Parochial culture	Includes references to the type of culture characterized by citizen uninvolvement, passive behaviors, and insufficient participation	4	7
Participative	Includes any references to citizens	4	6

Code Name	Description	Files	References
coproduction	becoming involved in the planning and design phase of coproduction		
Participant culture	Includes references to the type of culture characterized by active citizen participation and involvement in political processes and citizens being highly informed	4	14
Political values	Includes references to any shared values, beliefs, and norms that define the relationships between citizens and governments	4	16
Subject culture	Include references to the type of culture characterized by citizens being aware of government actions and occasionally participating in political processes	1	1
Symbolic participation	Includes references to experts mentioning a disconnection between active citizen engagement and formal/ symbolic engagement	2	5
Transitional culture	Includes references to the type of culture that transitions from authoritarian values to democratic values, as an ongoing process.	3	3
Urban-rural gap	Includes references to any demographic, social and cultural factors that determine unequal level of development between urban and rural areas in Romania, thus determining divergent approaches to engagement and politics.	3	7

Appendix I

THEMATIC MAP FOR ROMANIA INTERVIEW ANALYSIS



Appendix J

INTERVIEW GUIDE SLOVAKIA

Study: NEW PUBLIC GOVERNANCE IN THE CZECH REPUBLIC, ROMANIA, AND SLOVAKIA

Thank you for your participation in this research study!
The purpose of this interview is to discuss aspects related to the political culture in Slovakia and how this connects to the main findings of the quantitative part of this study. Before each question, the interviewer will describe the findings. The political culture of this country is evaluated with the purpose of defining the overall political context in which NPG practices are being employed. (30 min interview/ person)

Political culture

1. Based on your knowledge and experience, how would you describe the existing political culture in Slovakia?

2. Where would you place the political culture in Slovakia according to the following basic types as defined by Almond & Verba (1962)? Please choose one typology and explain.

Type of political culture	***Description***
Parochial	Citizens are mostly uninformed and unaware of their government and take little interest in the political process
Subject	Citizens are somewhat informed and aware of their government and occasionally participate in the political process
Participant	Citizens are informed and actively participate in the political process

3. Please discuss three most important political values that shape the political culture in Slovakia.

Coproduction and the creation of public value

4. Most respondents consider that citizens were initiators/ co-initiators of public services; therefore enhanced coproduction is considered to be the most common type employed in service delivery. To what extent do you agree with this? Are there any examples of enhanced coproduction processes you are aware of?[28]

5. When considering the overarching purpose of coproduction, a significant majority of 73.21% of respondents agreed to the statement that the overarching purpose of the latest/ current coproduction initiative was to reduce costs, increase effectiveness in public service delivery, and develop

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[28] ***Consumer coproduction***: results from the inseparability of production and consumption during the service encounter and focuses upon the engagement of the consumer at the operational stage of the service production process to balance their expectations and experience of the service. The aim is *user empowerment*.
Participative coproduction: results from the intention to improve the quality of public services through participative mechanisms at the strategic planning and design stage of the service production process, such as user consultation, and participatory planning mechanisms. The aim is *user participation*.
Enhanced coproduction: results from combining the previous operational and strategic modes of coproduction to change the paradigm of service delivery. The aim is *user-led innovation*- between users and services providers- of new form of public service." (Osborne & Strokosch, 2013, p. 13)

the community, a feature specific to New Public Management-style reforms. How do you see/ explain the transition from NPM to NPG, if any?

6. Findings indicate a positive relationship between believing that involving citizens would expose the organization to different risks and positive coproduction impacts. What do you think is the explanation for this? What other factors do you think are determinant of positive coproduction outcomes and impacts?

Appendix K

CODEBOOK FOR SLOVAKIA INTERVIEW ANALYSIS

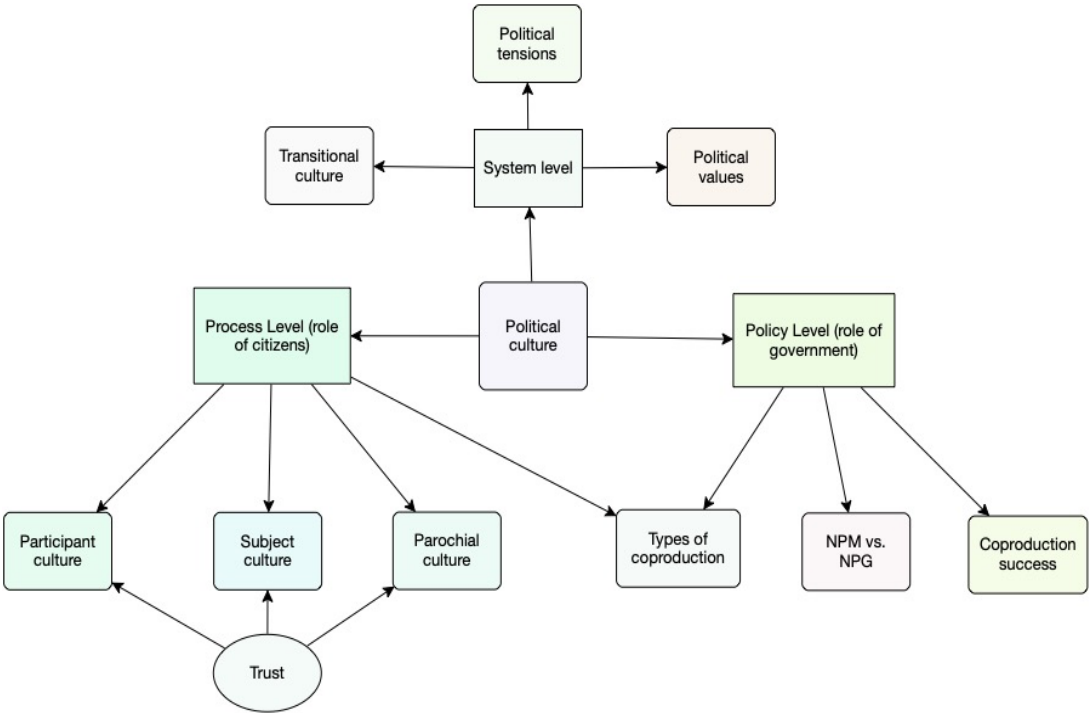
Code Name	Description	Files	References
Coproduction success	Includes any references to the conditions that influence successful coproduction outcomes.	4	9
Enhanced coproduction	Includes any references to citizens becoming involved in the initiation phase of the coproduction process.	5	15
Knowledge gap	Includes references to problematic information exchange between citizens and governments.	1	3
New Public Governance	Includes references to the application of New Public Governance in Slovakia.	3	6
New Public Management	Includes references to the application of New Public Management in Slovakia.	3	5
Parochial culture	Includes references to the type of culture characterized by citizen uninvolvement, passive behaviors, and insufficient participation.	1	1
Participant culture	Includes references to the type of culture characterized by active citizen	2	5

Code Name	Description	Files	References
	participation and involvement in political processes and citizens being highly informed.		
Participative coproduction	Includes any references to citizens becoming involved in the planning and design phase of coproduction.	4	6
Political tensions	Includes any references to tensions, conflicts or scandals reflected at national level.	3	6
Political values	Includes references to any shared values, beliefs, and norms that define the relationships between citizens and governments.	6	16
Problematic areas	Includes references to development needs, systemic challenges, or any impediments towards public governance principles.	4	8
Public sector innovation	Includes any references to innovative processes at national at local level that contributed to the creation of public value.	1	2
Subject culture	Include references to the type of culture characterized by citizens being aware of government actions and occasionally participating in political processes.	3	3
Symbolic participation	Includes references to experts mentioning a disconnection between active citizen engagement and	1	1

Code Name	Description	Files	References
	formal/ symbolic engagement.		
Transitional culture	Includes references to the type of culture that transitions from authoritarian values to democratic values, as an ongoing process.	3	4
Urban-rural gap	Includes references to any demographic, social and cultural factors that determine unequal level of development between urban and rural areas in Slovakia, thus determining divergent approaches to engagement and politics.	3	4

Appendix L

THEMATIC MAP FOR SLOVAKIA INTERVIEW ANALYSIS



Appendix M

IRB REVIEW PHASE 1

RESEARCH OFFICE

210 Hullihen Hall
University of Delaware
Newark, Delaware 19716-1551
Ph: 302/831-2136
Fax: 302/831-2828

DATE: June 27, 2017

TO: Cristina Stanica
FROM: University of Delaware IRB

STUDY TITLE: [1089908-1] New Public Governance in Romania, Czech Republic and Slovakia (phase 1)

SUBMISSION TYPE: New Project

ACTION: DETERMINATION OF EXEMPT STATUS
DECISION DATE: June 27, 2017

REVIEW CATEGORY: Exemption category # *(3)*

Thank you for your submission of New Project materials for this research study. The University of Delaware IRB has determined this project is EXEMPT FROM IRB REVIEW according to federal regulations.

We will put a copy of this correspondence on file in our office. Please remember to notify us if you make any substantial changes to the project.

If you have any questions, please contact Nicole Farnese-McFarlane at (302) 831-1119 or nicolefm@udel.edu. Please include your study title and reference number in all correspondence with this office.

Appendix N

IRB REVIEW PHASE 2

RESEARCH OFFICE

210 Hullihen Hall
University of Delaware
Newark, Delaware 19716-1551
Ph: 302/831-2136
Fax: 302/831-2828

DATE:	November 27, 2018
TO:	Cristina Stanica
FROM:	University of Delaware IRB
STUDY TITLE:	[1346866-1] New Public Governance in the Czech Republic, Romania, and Slovakia (phase 2)
SUBMISSION TYPE:	New Project
ACTION:	DETERMINATION OF EXEMPT STATUS
DECISION DATE:	November 27, 2018
REVIEW CATEGORY:	Exemption category # *(2)*

Thank you for your submission of New Project materials for this research study. The University of Delaware IRB has determined this project is EXEMPT FROM IRB REVIEW according to federal regulations.

We will put a copy of this correspondence on file in our office. Please remember to notify us if you make any substantial changes to the project.

If you have any questions, please contact Nicole Farnese-McFarlane at (302) 831-1119 or nicolefm@udel.edu. Please include your study title and reference number in all correspondence with this office

Appendix O

ONLINE SURVEY

Thank you for your participation in this study. The purpose of this survey is to collect information regarding coproduction and value creation processes in your organization. The survey is structured into three major parts:

1. **Purpose**: in this section I intend to collect information related to the reason and general purpose for initiating, designing, and implementing a public service in collaboration with other actors. Information gathered in this section should help answer the questions: What was the purpose of public service delivery? What were the reasons and factors that have determined your organization to pursue joint public service delivery?
2. **Process**: in this section I intend to collect information regarding the actual coproduction process- citizen participation, types of coproduction (consumer, participative, enhanced), attitudes towards citizen participation, presence of incentives for coproduction. Information gathered in this section should help answer the questions: What are the factors that influence coproduction at local level? Who were the stakeholders that were involved?
3. **Outcomes**: in this section I intend to collect information on the outcomes of coproduction in your organization. This section should help in responding to questions such as: What are the actual outcomes of coproduction? What were the main benefits and challenges? What are the public values emphasized?

1. PURPOSE

1.1 Is your organization currently involved in public service delivery with other actors?

Yes	No	Don't know

1.2 Please specify how many such initiatives took place in your organization in the last two years?

None	One	Two	Three	Four	Five	More than five

1.3 Please choose the policy domain in which you activated for the delivery of public services:

Policy domain	Involvement (Yes/ No/ Don't know)
Health	
Education	
Local environment	
Economic development	
Participatory budgeting	
Information technology (IT)	
Community safety	
Social services/ assistance	
Urban regeneration	
Rural regeneration	
Welfare	
Urban development	
Rural development	
Culture and diversity	
Other (please mention):	

1.4 Please provide a brief description of the coproduction initiative:

1.5 What were the reasons for your organization's involvement in joint public service delivery activities? Please specify the most important three reasons by marking them with 1=most important, and 3=least important, in the table below:

Reasons for coproduction	Level of importance (1,2,3)
To cut budget expenditures and costs	
To increase productivity	
To build citizens trust in our organization	
To improve effectiveness, outcomes, and achieve greater value for money	
To improve service quality	
To increase the involvement of citizens or users	
To have access to European funding	
To improve local governance	
To gain customer satisfaction	
Other (please specify):	

1.6 What was the overarching purpose of your latest/ current coproduction effort in your organization? (Please select only one answer)

a. Reduce costs, increase effectiveness in public service delivery, and develop the community through efficient use of (public/ private) resources.
b. Ensure a legal framework that guarantees equality of all individuals before the law, protection from abuse of power or arbitrary judgment and possibility of scrutiny from different stakeholders affected by state actions.
c. Ensure a working environment that encourages all interested stakeholders to participate in public service delivery, guaranteeing all community interests are represented in a transparent and fair manner while outcomes have a positive social impact.

2. PROCESS

2.1 The main actors involved in public service delivery with the organization in which I activate are (Please choose the ones which apply):

Actors	Involvement (Yes/ No/ Don't know)
Representatives of local public institutions	
Representatives of the central government	
Private companies/ business sector	
NGOs (foundations, associations, councils, etc.) and think tanks	
Representatives of local minorities	
Representatives of higher education institutions/ Universities	
Citizens	
Churches	
Schools	
Others (please specify):	

2.2 What role(s) did citizens play in delivering public services with the help of your organization?

Citizens role	Involvement (Yes/ No/ Don't know)
Initiator (co-initiator) of public service	
Designer (co-designer) of public service	
Implementer (co-implementer) of public service	

2.3 Please rate your level of agreement with the following statements that are applicable to your organization, on a scale from 1 to 5 with 1=strongly agree, and 5=strongly disagree in the table below:

Attitudes towards citizen participation 1- Strongly agree; 5- strongly disagree	1	2	3	4	5
My organization is compatible with citizen participation					
My organization has an open attitude towards citizens participation					
My organization constantly seeks consultation and provides information to citizens					
Citizen participation can make a significant difference in reaching our goals					
Involving citizens would expose our organization to different risks					

Citizens are not interested in becoming engaged in public service delivery					
Citizens do not possess the knowledge, skills, and attitudes needed for our organization					

2.4 The coproduction initiative offered incentives for collaboration with other actors:

Yes	No	Don't know

2.5 If yes, please specify what type of incentive was provided:

2.6 Did the coproduction process involve a public consultation phase?

Yes	If yes, please specify the no. of public consultations	No	I don't know

2.7 What were the main reasons for involving citizens in public service delivery efforts? Please rate your level of agreement with the following reasons on a scale from 1 to 5, where 1=strongly agree and 5= strongly disagree

Reasons for citizen participation	1	2	3	4	5
For providing the public balanced and objective information					
For obtaining public feedback on analysis, alternatives, or decisions					
For ensuring constant consistency in understanding public issues					
For partnering with them in each phase of the public policy process					
For placing decision-making in their hands					

2.8. What tools were used to engage citizens in public service delivery? Please choose the ones that apply:

a. Fact sheets
b. Websites
c. Open houses
d. Public comment
e. Focus groups
f. Surveys
g. Public meetings
h. Workshops
i. Deliberate polling
j. Citizen advisory committees
k. Consensus building
l. Participatory decision-making
m. Citizen juries
n. Delegated decisions
o. Others (please specify):

2.9 Please enumerate all tools and mechanisms used to collaborate with other institutions:

3. OUTCOMES

3.1 Please rate the accuracy of the following statements regarding your last coproduction initiative/ involvement, using a 1 to 5 scale, where 1=very accurate and 5=very inaccurate:

Referring to the latest coproduction initiative/ involvement, how accurate are the following statements? 1- very accurate, 5= very inaccurate	1	2	3	4	5
The service delivery has been a success					
Most of the decisions reflect the public interest					
The coproduction process helped us achieve our mission and goals					
The coproduction process contributed to increased public participation of local stakeholders in the policy making process					
The coproduction process contributed to the creation and development of partnerships and					

networks with local stakeholders for a better local governance						
The service delivery increased transparency and responsiveness towards citizens' needs						
The service delivery helped develop creative solutions and innovative initiatives						
The service delivery increased the level of trust between citizens and participant stakeholders						
The service delivery included the use of ICT tools						

3.2 Please state what were the most important challenges that occurred during public service design, implementation, and evaluation:

3.3 Please state what was the most important long-term outcome of your latest/ current service delivery process:

3.4 What were the public values emphasized? Please mention whether each value is reflected in the outcomes of the latest coproduction initiative:

Public value	Yes/ No/ Don't know
Effectiveness	
Efficiency	
Accountability	
Equity	
Fairness	
Responsiveness	
Public trust	

3.5 To what extent do you agree with the following statements? Please rate your agreement on a scale from 1 to 5, where 1=strongly agree and 5=strongly disagree

The service delivery was aligned with values articulated by citizens						
The service delivery included neglected values with latent constituencies						
The service delivery proved standing with formal authorizers						
The service delivery proved standing with individuals in polity						
The service delivery contributed to the democratic						

political discourse					
The service delivery had media coverage					
Key legislatives and public policy proposals supported the organization					
Citizens were involved as co-producers in public service delivery					

3.6 Were the following components of your organization's capacity improved by the outcomes of coproduction efforts?

Operational capacity	Yes/ No/ Don't know
Flow of resources to the organization	
Human resources (employees and volunteers)	
Quality of operational performance	
Organizational learning	
Internal resource allocation	
Performance measurement and management systems	
Quantity of outputs	
Quality of outputs	

Demographics:

1. Gender: M/F
2. Age: _____
3. Level of education: College degree/ Undergraduate degree/ Graduate degree (Masters/PhD)
4. Do you have any previous work experience with the public sector? Y/N
5. Do you have any previous work experience in the private sector? Y/N
6. Do you have any previous experience in the NGO sector? Y/N
7. Community characteristic: urban/ rural
8. Type of institution: _____
9. Number of years working in this institution: _____

Appendix P

VARIABLE DESCRIPTION

Variable	Description	Role	Measurement
Reasons_coprod_1	To cut budget expenditures and costs	Independent variable	Scale 1-5
Reasons_coprod_2	To increase productivity	Independent variable	Scale 1-5
Reasons_coprod_3	To build citizens trust in our organization	Independent variable	Scale 1-5
Reasons_coprod_4	To improve effectiveness, outcomes, and achieve greater value for money	Independent variable	Scale 1-5
Reasons_coprod_5	To improve service quality	Independent variable	Scale 1-5
Reasons_coprod_6	To increase the involvement of citizens or users	Independent variable	Scale 1-5
Reasons_coprod_7	To have access to European funding	Independent variable	Scale 1-5
Reasons_coprod_8	To improve local governance	Independent variable	Scale 1-5
Reasons_coprod_9	To gain customer satisfaction	Independent variable	Scale 1-5
Purpose_coprod	The overarching purpose of the latest/ current co-production effort in your organization?	Descriptive	Categorical
Citizens_role_1	Initiator/ co-initiator	Descriptive	Categorical
Citizens_role_2	Designer/ co-designer	Descriptive	Categorical
Citizens_role_3	Implementer/ co-implementer	Descriptive	Categorical
Citizens_role_4	None	Descriptive	Categorical
Att_1	My organization is compatible with citizen participation	Independent variable	Scale 1-5

Att_2	My organization has an open attitude towards citizen participation	Independent variable	Scale 1-5
Att_3	My organization constantly seeks consultation and provides information to citizens	Independent variable	Scale 1-5
Att_4	Citizen participation can make a significant difference in reaching our goals	Independent variable	Scale 1-5
Att_5	Involving citizens would expose our organization to different risks	Independent variable	Scale 1-5
Att_6	Citizens are not interested in becoming engaged in public sevice delivery	Independent variable	Scale 1-5
Att_7	Citizens do not possess the knowledge, skills, and attitudes needed for our organization	Independent variable	Scale 1-5
Incentives	The coproduction initiative offered incentives for collaboration with other actors:	Descriptive	Categorical
Public_consult	Did the coproduction process involve a public consultation phase?	Descriptive	Categorical
Reasons_involv_1	1, For providing the public balanced and objectve information	Descriptive	Categorical
Reasons_involv_2	1, For obtaining public feedback on analysis, alternatives, or decisions	Descriptive	Categorical
Reasons_involv_3	1, For ensuring constant consistency in understanding public issues	Descriptive	Categorical
Reasons_involv_4	1, For partnering with them in each phase of the public policy process	Descriptive	Categorical
Reasons_involv_5	1, For placing decision-making in their hands	Descriptive	Categorical
Outcomes_coprod_1	The service delivery has been a success	Dependent/ Outcome variable	Scale 1-5
Outcomes_coprod_2	Most of the decisions reflect the public interest	Dependent/ Outcome variable	Scale 1-5

Outcomes_coprod_3	The co-production process helped us achieve out mission and goals	Dependent/ Outcome variable	Scale 1-5
Outcomes_coprod_4	The coproduction process contributed to increased public participation of local stakeholders in the policy-making process	Dependent/ Outcome variable	Scale 1-5
Outcomes_coprod_5	The coproduction process contributed to the creation and development of partnerships and networks with local stakeholders for a better governance	Dependent/ Outcome variable	Scale 1-5
Outcomes_coprod_6	The service delivery increased transparency and responsiveness towards citizens' needs	Dependent/ Outcome variable	Scale 1-5
Outcomes_coprod_7	The service delivery helped develop creative solutions and innovative initiatives	Dependent/ Outcome variable	Scale 1-5
Outcomes_coprod_8	The service delivery increased the level of trust between citizens and participant stakeholders	Dependent/ Outcome variable	Scale 1-5
Outcomes_coprod_9	The service delivery included the use of ICT tools	Dependent/ Outcome variable	Scale 1-5
Public_values_1	Effectiveness	Descriptive	Categorical (1-3)
Public_values_2	Efficiency	Descriptive	Categorical (1-3)
Public_values_3	Accountability	Descriptive	Categorical (1-3)
Public_values_4	Equity	Descriptive	Categorical (1-3)
Public_values_5	Fairness	Descriptive	Categorical (1-3)
Public_values_6	Responsiveness	Descriptive	Categorical (1-3)
Public_values_7	Public trust	Descriptive	Categorical (1-3)
Impact_1	The service delivery was aligned with values articulated by citizens	Dependent/ Outcome variable	Scale 1-5

Impact_2	The service delivery included neglected values with latent constituencies	Dependent/ Outcome variable	Scale 1-5
Impact_3	The service delivery proved standing with formal authorizers	Dependent/ Outcome variable	Scale 1-5
Impact_4	The service delivery proved standing with individuals in polity	Dependent/ Outcome variable	Scale 1-5
Impact_5	The service delivery contributed to the democratic political discourse	Dependent/ Outcome variable	Scale 1-5
Impact_6	The service delivery had media coverage	Dependent/ Outcome variable	Scale 1-5
Impact_7	Key legislatives and public policy proposals supported the organization	Dependent/ Outcome variable	Scale 1-5
Impact_8	Citizens were involved as co-producers in public service delivery	Dependent/ Outcome variable	Scale 1-5
Component_1	Flow of resources to the organization	Descriptive	Categorical (1-3)
Component_2	Human resources (employees and volunteers)	Descriptive	Categorical (1-3)
Component_3	Quality of organizational performance	Descriptive	Categorical (1-3)
Component_4	Organizational learning	Descriptive	Categorical (1-3)
Component_5	Internal resource allocation	Descriptive	Categorical (1-3)
Component_6	Performance measurement and management systems	Descriptive	Categorical (1-3)
Component_7	Quantity of outputs	Descriptive	Categorical (1-3)
Component_8	Quality of outputs	Descriptive	Categorical (1-3)
outcomes	Pool variable	Dependent/ Outcome variable	Categorical

out	Interval	Dependent/ Outcome variable	Categorical (1-agree, 2-neutral, 3-disagree)
impacts	Pool variable	Dependent/ Outcome variable	Categorical
imp	Interval	Dependent/ Outcome variable	Categorical (1-agree, 2-neutral, 3-disagree)
Age	Age	Descriptive	Numeric
Gender	Gender	Descriptive	Categorical (1-male, 2-female)
Level_education	Level of education	Descriptive	Categorical (1- college degree, 2-undergraduate degree, 3-master's degree; 4-doctoral degree)
Community_characteristic	Community characteristic	Descriptive	Categorical (1-urban, 2-rural)

Appendix Q

COLLINEARITY MATRICES AND DIAGNOSTICS

The Czech Republic

H1 Predictors

	Att_1	Att_2	Att_3	Att_4	Att_5	Att_6	Att_7
Att_1	1.0000						
Att_2	0.7547*	1.0000					
	0.0000						
Att_3	0.2618	0.5441*	1.0000				
	0.0663	0.0000					
Att_4	0.4736*	0.4490*	0.3369*	1.0000			
	0.0006	0.0012	0.0179				
Att_5	-0.4028*	-0.2111	-0.1113	-0.3210*	1.0000		
	0.0041	0.1454	0.4466	0.0261			
Att_6	-0.2258	-0.1904	-0.1721	-0.3957*	0.4015*	1.0000	
	0.1149	0.1855	0.2319	0.0049	0.0042		
Att_7	-0.1230	-0.1545	-0.1027	-0.3318*	0.4674*	0.4748*	1.0000
	0.3947	0.2840	0.4781	0.0199	0.0007	0.0005	

Variable	VIF	1/VIF
Att_6	1.73	0.578440
Att_2	1.65	0.604971
Att_7	1.60	0.625369
Att_4	1.51	0.662789
Att_3	1.50	0.667089
Att_5	1.41	0.710549
Mean VIF	1.57	

H2 Predictors

	Reas~d_1	Reas~d_2	Reas~d_3	Reas~d_4	Reas~d_5	Reason~6	Reason~7
Reasons_co~1	1.0000						
Reasons_co~2	0.5158*	1.0000					
	0.0000						
Reasons_co~3	-0.1226	-0.0924	1.0000				
	0.3679	0.4983					
Reasons_co~4	0.2463	0.5471*	0.1852	1.0000			
	0.0726	0.0000	0.1759				
Reasons_co~5	0.2061	0.1869	0.2018	0.0842	1.0000		
	0.1275	0.1679	0.1286	0.5410			
Reasons_co~6	-0.0764	0.1835	0.3204*	0.2217	0.2285	1.0000	
	0.5758	0.1758	0.0142	0.1037	0.0818		
Reasons_co~7	0.3964*	0.4110*	0.2283	0.4354*	0.2695*	0.2638*	1.0000
	0.0025	0.0017	0.0877	0.0009	0.0427	0.0474	
Reasons_co~8	0.2871*	0.1391	0.2820*	0.0176	0.4420*	0.2143	0.3454*
	0.0336	0.3111	0.0352	0.8997	0.0006	0.1127	0.0091
Reasons_co~9	0.0995	0.0864	0.1865	0.0266	0.4178*	0.1412	0.3406*
	0.4697	0.5306	0.1648	0.8484	0.0012	0.2949	0.0102

	Reason~8	Reason~9
Reasons_co~8	1.0000	
Reasons_co~9	0.5454*	1.0000
	0.0000	

Variable	VIF	1/VIF
Reasons_co~4	1.96	0.511165
Reasons_co~2	1.78	0.562475
Reasons_co~7	1.77	0.564851
Reasons_co~9	1.67	0.600403
Reasons_co~8	1.66	0.601238
Reasons_co~3	1.41	0.710009
Reasons_co~5	1.37	0.731842
Reasons_co~6	1.26	0.794223
Mean VIF	1.61	

Romania

H1 Predictors

	Att_1	Att_2	Att_3	Att_4	Att_5	Att_6	Att_7
Att_1	1.0000						
Att_2	0.6124*	1.0000					
	0.0000						
Att_3	0.4020*	0.5211*	1.0000				
	0.0000	0.0000					
Att_4	0.3577*	0.3411*	0.3704*	1.0000			
	0.0000	0.0000	0.0000				
Att_5	-0.1026	-0.1487*	-0.1647*	-0.0167	1.0000		
	0.0911	0.0138	0.0062	0.7830			
Att_6	-0.1793*	-0.0483	-0.0737	-0.1447*	0.3978*	1.0000	
	0.0030	0.4233	0.2208	0.0159	0.0000		
Att_7	-0.1114	-0.0441	-0.0305	-0.0821	0.4387*	0.6546*	1.0000
	0.0660	0.4646	0.6127	0.1737	0.0000	0.0000	

Variable	VIF	1/VIF
Att_7	1.88	0.532837
Att_6	1.81	0.553631
Att_3	1.49	0.671446
Att_2	1.45	0.688140
Att_5	1.35	0.738321
Att_4	1.28	0.781529
Mean VIF	1.54	

H2 Predictors

	Reas~d_1	Reas~d_2	Reas~d_3	Reas~d_4	Reas~d_5	Reason~6	Reason~7
Reasons_co~1	1.0000						
Reasons_co~2	0.4917*	1.0000					
	0.0000						
Reasons_co~3	0.1939*	0.4598*	1.0000				
	0.0041	0.0000					
Reasons_co~4	0.4806*	0.5073*	0.4402*	1.0000			
	0.0000	0.0000	0.0000				
Reasons_co~5	0.2903*	0.3806*	0.5239*	0.5158*	1.0000		
	0.0000	0.0000	0.0000	0.0000			
Reasons_co~6	0.1882*	0.3122*	0.5566*	0.2895*	0.4642*	1.0000	
	0.0060	0.0000	0.0000	0.0000	0.0000		
Reasons_co~7	0.3958*	0.3863*	0.5297*	0.4942*	0.4411*	0.4271*	1.0000
	0.0000	0.0000	0.0000	0.0000	0.0000	0.0000	
Reasons_co~8	0.2881*	0.2685*	0.4780*	0.4160*	0.4820*	0.4330*	0.5717*
	0.0000	0.0001	0.0000	0.0000	0.0000	0.0000	0.0000
Reasons_co~9	0.1514*	0.3189*	0.4965*	0.3994*	0.6690*	0.5727*	0.4795*
	0.0251	0.0000	0.0000	0.0000	0.0000	0.0000	0.0000

	Reason~8	Reason~9
Reasons_co~8	1.0000	
Reasons_co~9	0.5665*	1.0000
	0.0000	

Variable	VIF	1/VIF
Reasons_co~9	2.77	0.360957
Reasons_co~5	2.68	0.373005
Reasons_co~3	2.05	0.487148
Reasons_co~8	1.84	0.543738
Reasons_co~7	1.83	0.545981
Reasons_co~6	1.83	0.547505
Reasons_co~4	1.79	0.557455
Reasons_co~2	1.54	0.649264
Mean VIF	2.04	

Slovakia

H1 Predictors

	Att_1	Att_2	Att_3	Att_4	Att_5	Att_6	Att_7
Att_1	1.0000						
Att_2	0.4433*	1.0000					
	0.0013						
Att_3	0.3145*	0.4187*	1.0000				
	0.0278	0.0028					
Att_4	0.1429	0.3614*	0.5165*	1.0000			
	0.3223	0.0099	0.0001				
Att_5	-0.2027	-0.3189*	-0.0493	-0.0373	1.0000		
	0.1717	0.0289	0.7419	0.8035			
Att_6	-0.4476*	-0.2703	-0.1578	-0.2339	0.3820*	1.0000	
	0.0013	0.0603	0.2788	0.1021	0.0081		
Att_7	-0.3399*	-0.4018*	-0.4033*	-0.3075*	0.3502*	0.3512*	1.0000
	0.0169	0.0042	0.0041	0.0316	0.0158	0.0133	

Variable	VIF	1/VIF
Att_3	1.70	0.588808
Att_7	1.58	0.632801
Att_4	1.51	0.660521
Att_2	1.49	0.671714
Att_6	1.37	0.730084
Att_5	1.33	0.752709
Mean VIF	1.50	

H2 Predictors

	Reas~d_1	Reas~d_2	Reas~d_3	Reas~d_4	Reas~d_5	Reason~6	Reason~7
Reasons_co~1	1.0000						
Reasons_co~2	0.3512*	1.0000					
	0.0115						
Reasons_co~3	-0.0246	0.2279	1.0000				
	0.8624	0.1077					
Reasons_co~4	0.4653*	0.3289*	-0.0677	1.0000			
	0.0004	0.0173	0.6266				
Reasons_co~5	0.2948*	0.3145*	0.1185	0.5127*	1.0000		
	0.0289	0.0232	0.3933	0.0001			
Reasons_co~6	-0.1838	0.2938*	0.5898*	-0.0335	0.2548	1.0000	
	0.1877	0.0345	0.0000	0.8102	0.0605		
Reasons_co~7	0.1631	0.1692	0.2878*	0.0149	0.1359	0.2235	1.0000
	0.2432	0.2306	0.0331	0.9138	0.3224	0.1043	
Reasons_co~8	0.0387	-0.0343	0.3427*	0.1833	0.3800*	0.2124	0.2093
	0.7814	0.8093	0.0104	0.1763	0.0039	0.1195	0.1215
Reasons_co~9	-0.0107	-0.0351	0.4427*	-0.0416	0.1744	0.3803*	0.2112
	0.9395	0.8051	0.0007	0.7631	0.2028	0.0046	0.1182

	Reason~8	Reason~9
Reasons_co~8	1.0000	
Reasons_co~9	0.2982*	1.0000
	0.0256	

Variable	VIF	1/VIF
Reasons_co~3	1.96	0.509622
Reasons_co~6	1.75	0.572859
Reasons_co~5	1.70	0.589964
Reasons_co~4	1.53	0.652195
Reasons_co~2	1.46	0.682643
Reasons_co~9	1.41	0.710182
Reasons_co~8	1.39	0.718188
Reasons_co~7	1.12	0.890592
Mean VIF	1.54	