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LE&M

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The turn of the centuries, even millennia, a time of unprecedented globalization of today's world, military-strategic, economic, political, and cultural information. Current theories of law, economics and management are required to respond to a wide-ranging challenges of globalization. The answers to the challenges of civilization are sought in close cooperation, because today, as never before, law issues, management and economics are closely intertwined with issues of morality and justice, freedom and responsibility of man, the third company millennium. Today's situation is unique in that there is an accumulation of many changes and critical phenomena in all three areas, and nobody knows to predict their cumulative impact. Although the main issue of these days is financial system crisis, this will certainly impact other sectors of the economy, law and consequently the management. That is why the magazine monitors historical as well as current events in law, economics and management in form of expertise together with practical examples. The journal thus provides a comprehensive methodology that can be applied both in simple as well as in most complex cases which experts from scientific research and educational institutions, as well as managers, economists and lawyers in their daily practice can meet.

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Public Administration Reform ESO in the Slovak Republic

Eva Balážová, Denisa Hanáčková, Michal Cifranič

Abstract

Public administration and its subsystems are an important part of the society. Considering the above mentioned it is more than necessary to ensure sustainable progress of the public administration with focus on innovation, digitalization and computerization of public services. The main target of the paper is to analyze and evaluate the ESO reform in the public administration and creation of contact and administrative point for citizen (CAPC). The partial targets of the paper are to describe the reform process of public administration, the transformation of public administration in Slovakia after 1989 and decentralization of public administration. The practical part of the paper consists of general characteristics and development of public administration reform ESO from 2012 to the present, the general characteristics of contact administration points for citizens in Slovakia generated within the public administration reform ESO, the cumulative value of research questions through using the Delphi method. In the paper we came to the conclusion that public administration ESO reform is not a comprehensive reform of all public administration subsystems in the absence of changes in the subsystem of the central government and self-government.

Key words: *public administration, reform in public administration ESO, contact administrative point for citizen*

Introduction

Every modern democratic controlled company has profiled its own model of governance and guidance of personal and group interests. One of the planes of regulation, while respecting the complex moral principles and the political and civic association, represents the public administration. The term public administration includes issues of organization and governance which is a part of the social reality and practical and targeted affair, reflected by the general public.

In the EU represents the public administration very large area and its issue provides a number of different approaches to its interpretation and study. Performance of public administration most often caters the administrative authorities of the state that are organizationally a part of the public administration of the state. Any basic legal document of the EU does not impose a mandatory model of public administration neither the territorial and administrative division of the member state. Each country has disparity in the organization, functioning and performance of public administration.

In the Slovak Republic since 1989 preceded the public administration by many reform processes. While the last process, which even today is intensively ongoing is public administration reform ESO.

The main target of the paper is to analyze and evaluate the ESO reform in the public administration and creation of contact and administrative point for citizen. The partial targets of the paper is to describe the reform process of public administration, the transformation of public administration in Slovakia

after 1989 and decentralization of public administration. The practical part of the paper consists of general characteristics and development of public administration reform ESO from 2012 to the present, the general characteristics of contact administration points for citizens (CAPCs) in Slovakia generated within the public administration reform ESO and the cumulative value of research questions through using the Delphi method. This part of the paper is aimed at evaluation of the current progress and impacts of the public administration reform ESO in Slovakia. We start from the primary data collected by questionnaire survey. Questionnaire questions that emerged from the analytical part of this work have been formulated into the questionnaire questions file, and then they were sent by an e-mail to experts from academic and professional backgrounds and to practitioners in the field of public administration. Together were approached ten experts, while six were dedicated to the topic in a theoretical level and four come from the practice. On the set of research questions responded also four representatives from the academic environment and three representatives from the practice.

Results and discussion

The transformation of public administration in Slovakia

For decades, Slovakia was part of the other centrally managed government departments. In 1989 it takes up the way of decentralization using its various forms (privatization, transfer of responsibilities to lower levels, institutional deconcentration, transfer of the tasks). The main purpose of the changes was

to strengthen the position of the individual in the society for the development and management of the territory. Further to transmit the most powers to the smaller administrative lower units and to create favorable conditions for the participation of citizens in the administration of public affairs (Municipal Research and Advisory Centre, 2014).

Before November 1989 were implementers of all public administration state and its institutions. A gradual transfer of state functions to non-governmental social organizations was not an act of restitution and privatization than could be seem at first glance, but given the fact that the performance of state functions by social organizations had no effect into a realization forms of state powers, it was aimed to mislead the society (Hendrych, 2003).

Period after 1989 was characterized by placing the political and institutional foundations of a democratic regime, strengthening the diversity of political and social life and the associated start of radical economic reform (Imrovič, 2013).

The political system after 1989 is a specific extensive transformation process, which left the indelible traces on the public administration and on the institutional and content of functioning and behavior of actors in public policy (Machyniak and al., 2013).

After 1989 the transformation of centrally planned economy to a market economy brought besides the changes in ownership also the need for changes in the management of public administration. The new model, which after 1989 has started to apply brought more interest in the endogenous development of the area with maximization of the use of local resources in the framework of sustainable development of the territory. Significant changes have also occurred in civil society in which citizens gained the possibility to participate directly in the administration of public affairs, they could elect their representatives at local level while they can be in these functions by themselves elected and through which they gained the possibility of public control. (Papcunová and al., 2011).

The reform process of public administration after 1989 belonged by Jonas (2008) among the natural impacts of revolution. The first and most significant step of revolution changes was in terms of organization and construction of public administration in Slovakia the Act no. 369/1990 Coll. on municipalities establishment (entered into force on 1.1.1991). The importance of this law completes the fact that after more than 50 years has been restored the self-government in the municipalities.

During the period 1990 - 1999 have occurred changes which had often opposed character with impact on the disproportionate costs. The trend of decentralization process from 1990 did not continue and despite the existence of a separated model of public administration have been changes implemented only in the state government (Nižňanský, 2005).

The first changes that the Slovak government planned to perform in post-revolutionary years had clearly define goal to create a system of public administration satisfying the conditions of the new social environment. The initial phase of public administration reform has been marked by a lack of theoretical and methodological approaches in specific conditions of trans-

forming society. Initial public administration reform can be divided into three stages: Stage I. - the beginning of systemic reforms in years 1990 - 1991, Stage II. - the reform of local government in years 1995 - 1996, Stage III. - systemic reform of public administration of the Slovak Republic in years 1999 - 2005 (Hamalová et al, 2014).

Stage I. - The beginning of systemic reforms in years 1990 - 1991

The first stage of public administration reform should ensure in primarily a stable functioning of the state on the principle of democratic European countries. Another essential task was to adjust the ownership rights, to carry out economic reforms, to revitalize the local self-government, to separate the self-government from the state administration, to cancel the institutions of national committees and to create a new public administration bodies (Bušík, 2005).

Janas (2008) considers for the most substantial change in the system of public administration during the first stage the creation of the municipal government. The municipality based on the Act no. 369/1990 Coll. on municipal establishment became a separate legal entity that managed with its own property, which was later also regulated by Act no. 138/1991 Coll. on municipal property. By Those two Acts has begun realization of decentralization, under which has gradually transferred competences and basic services for the citizens from the state administration to the self-government institutions.

Papcunová and others (2011) states that in the first stage of the reform has been undertaken to canceling the system of national committees and at the level of the state administration has been performed vertical deconcentration of state power by establishing district and local offices. The new organizational structure of public administration after the abolition of national committees did not create regional structures, but local authorities acted at primary level of the state administration and district offices on the secondary level of public administration.

In the territorial organization of the state in 1991 has been canceled the regional level of management - four regions that were deemed unnecessary. This administrative organization was expressed by the existence of 38 districts and 121 local offices incorporated in the Act no. 472/1990 Coll. on the organization of local government (Volkov, Kish, 2007).

According to Hamalová et al. (2014) already in the first stage of reform began to shape a dual model of public administration. His greatest shortcoming was functional subsystems separation of state and local governments because the created mechanism does not allow them an effective cooperation in meeting the objectives and the development of territorial units. The Act regulates in particular their separate status and less pondered by their mutual bonds. The system of public administration remained incomplete, bureaucratic, confusing, inefficient and costly.

The Federal Assembly of the Czech and Slovak Federal Republic approved the Constitutional Act no. 542/1992 Coll. on 25th of November 1992 on the dissolution of the Czech and Slovak Federal Republic. This was the result of the elections held in the year 1992. By the Act extinction on 31.12.1992

Czech and Slovak Federative Republic. From 1.1.1993 arised two independent and sovereign states - Slovak Republic and the Czech Republic (Mesezhnikov, Nižňanský, 2002).

Stage II. - The reform of local government in years 1995 - 1996

In the second stage it was built on the process of creating a dual model of public administration, as in the first stage it almost fully failed and had set up only a local level of government. At the local level was set up already 2883 municipalities. The stage is characterized by the acquisition of jurisdiction of the municipality, respectively the town council to use and promote the property. Municipalities and towns gained legally responsibility for the creation and use of property. Planned was the creation of a regional government level, but it did not happen even at this stage (and Papcunová al., 2011).

The original objective of the second stage of the reform was to eliminate inconsistencies of territorial state administration, to strengthen the self-government character of the municipality, to create a regional level of self-government and to implement a new territorial and administrative division of Slovakia. According to the Act no. 221/1996 Coll. on territorial and administrative division of the Slovak Republic and the Act no. 222/1996 Coll. on the organization of local government on changes and amendments took place just two of the four stated objectives. Then was performed a horizontal integration of state administration and was changed the territorial division and organizational structure of state administration however, was not created the level of regional self-government, was not fasten the self-governing nature of municipalities and was not continued the democratic development subsystem of self-government (Hamalová et al., 2014).

Since 1996 was applied in Slovakia the new territorial division. Instead of the then 38 districts were established 79 new and the regions that were in 1990 canceled and were again renewed in the number of eight. On the level of districts and regions were conceived authorities of general state administration and repealed the system of local authorities and local offices. In the context of the renewed regions were established eight regional authorities of state administration at the second level and at primary level started to perform state administration the system of 79 district authorities (Mihálik, 1997).

Competences of dissolved local authorities gained district authorities and certain powers of previous district authorities were moved on the regional authorities. Regional and district authorities were become an integrated state administration bodies and was canceled a major part of specialized state administration (Mesezhnikov, Nižňanský, 2002).

III. stage of public administration in years 1998 - 2005 and the state of public administration after year 2005

After years of negativism, Slovakia has chosen European way therefore it was necessary to change the functioning and organization system of public administration. Slovakia was inspired by the changes that took place in European countries for decades. During the third stage the emphasis was on reconstruction the central public administration, budgetary and sub-

sided organizations, the deconcentration of management and decision making in state administration, on changes in local self-government and the modernization and decentralization of public administration (Hamalová et al., 2014).

Implementation of the third stage of the reform was preceded by a long and difficult process of preparation of compiling policies and reform strategies. Government proposes of changes in the public administration were focused mainly on the promotion of democracy through good quality public administration, separation of competences, property and financing of local self-government. In 1999 was adopted a Strategy of public administration reform in the Slovak Republic, which was based on the initial situation of public administration and was the result of irrational changes undertaken after 1990 (Kútik, 2008).

Between years 2000 and 2002 took place a few changes. In 2001 SR Government has adopted a draft law on the public defender of human rights called ombudsman. A few months later were established a new major central state administration bodies - the National Security Authority, the Regulatory Office for Network Industries and a year later, for example Tax Fraud Unit, the State Aid Office and others. In addition to the above, in the same year was acceded to canceling of 106 units and departments at the level of central authorities, 17 advisory bodies of the government and was changed the system of public procurement (Nižňanský, 2005).

An important step in the development of state administration considers Bušík (2005) the adoption of Act no. 302/2001 Coll. on establishing self-government of higher territorial units - self-governing regions. In Slovakia were established eight self-governing regions whose territorial area was identical to their region. Created second level of local self-government enabled the transfer of some responsibilities from local state administration bodies to municipalities and higher territorial units. Between years 2002 and 2004 it was more than 400 competencies.

These are competences in the field of regional development and tourism, matrix activities, environmental protection, culture, competences in the field of social assistance, education, health and construction (Papcunová and al., 2011).

From 1 January 2004 by the Act no. 515/2003 Coll. on the regional and district authorities were canceled district authorities, while by the law was created eight regional authorities and 50 local authorities as local bodies of specialized state administration at the first level in the scope by the Ministry of Interior. In other words, instead of the general organs of integrated state administration were active integrated specialized state administration authorities. Regional offices continue to operate, but as the specialized administration authorities managed by the Ministry of Interior. The territorial scope of specialized regional offices remained unchanged (Volkov, Kish, 2007).

The last two changes that took place within the third stage of the reform of public administration were fiscal decentralization and the abolition of regional authorities. In the years 2004 and 2005 was acceded to the modification of the system of financing the self-governments, which increased their autonomy. From 1 January 2005 has been created a condition where the self-government will deal with its original powers substantially from its own resources, which will be redistributed according to

the law and the competences in a figurative mode which did not cover the fiscal decentralization (Hamalová et al., 2014).

According to Papcunová and others (2011) there has been the last change in the organizational structure based on the Act no. 254/2007 on the abolition of regional authorities with effect from the 1 January 2007. Since October 2007 regional authorities as the representatives of the general state administration ceased to exist, but regional offices of specialized state administration remained.

Decentralization of public administration

Since the second half of the 20th century decentralization takes place in all developed countries of the world but with different intensity and concrete implementation form. The impact is especially from the character of the state, social organization, adopted concept of public administration reform and the status of state and local governments (and Nižňanský al., 2014).

Decentralization as a multidimensional concept can be classified in four ways. Political decentralization - increases the share of citizens and their elected representatives on administration of public affairs. Administrative decentralization - makes some level of transfer of responsibility for the planning and provision of functions from central government to public bodies or corporations. Fiscal decentralization - is crucial for the success of the decentralization process of public administration, the responsibility for decision-making in matters of municipal finances. Market decentralization - shifts the responsibility for the development and distribution of certain services from the public to the private sector through privatization or deregulation (Yilmaz et al., 2008).

It can be said that decentralization was in Slovakia implemented comprehensively in all essential respects. In Slovakia, were applied four dimensions of powers and responsibilities decentralization. Deconcentration within the state administration to local self-government, delegation to non-governmental organizations, the deregulation of private enterprises producing public goods and denationalization of state ownership (Hamalová, 2014).

Even despite significant progress is there room to continue the process of strengthening the principles of subsidiarity and federalism. Public administration still provides too many tasks that might be provided by the private sector modeled after foreign countries. Fragmented residential structure and the resistance of representatives of state and local governments to communal reform make movement of further competences difficult. Serious systemic problem of the whole stage of decentralization and modernization of public administration is the inability to separate the political and executive positions in the state administration. Nižňanský (2014) also considered as unfortunate the constitution of regional self-government within the boundaries of administrative regions regardless of the functional regionalization.

Public administration in Slovakia is structurally divided according to the nature of the proprietor of power into three components - state administration, self-government and public interest corporations, each of which has the right set specific tasks and responsibilities. In public administration is

introduced model called dual model of public administration, which has two basic components – central government and self-government operate in isolation and relatively independently.

Development of public administration reform ESO

Currently the Ministry of Interior conducts in cooperation with other central state administration bodies under the Government Programme Declaration for the years 2012 – 2016 the goals and objectives of the program ESO. ESO represents abbreviation of the first letters of the three words which carry the nature of the program - effective, steady and open public administration. Implementation of reform is planned to achieve effective functioning of public administration and by a reform to ensure quality, transparency and accessibility for all Slovak citizens.

ESO program can be considered as a response to the EU Council recommendation to improve the quality of public administration in Slovakia. On September 19 to 20 for 2012 were the proposal goals and objectives of public administration reform ESO introduced by the government at the European Commission in Brussels.

ESO program was approved by the Government Resolution no. 164 on 27 April 2012, as well as its temporal distribution for the years 2013-2020. According to the Prime Minister has to be performed by the reform a consolidation of costs for the functioning of public administration and simplifying the process of handling things of natural and legal persons at the local state administration offices. Citizens should then do all necessary state administration agenda „ under the roof “ of one office in their place of residence Public administration is meant to be from the perspective of citizens and businesses a simple transparent and available and operate a sustainably, transparently and efficiently with the financial resources. Pillars for achieving this objective are: rationalization of structures and infrastructures of state administration, integration and optimization of public power performance processes as well as the functioning of state administration bodies – contact administration points for citizens (CAPCs), new methods, procedures and tools for monitoring and evaluating the performance and quality of state administration - the quality management system.

Initiative and efforts to optimize public administration, administrative burden reduction and expansion of e-Government began to emerge already in older government documents, specifically in the National Reform Programme of the Slovak Republic for the period 2011 – 2014 which was published in April 2011. This initiative comes from the need of fiscal consolidation in order to improve macroeconomic stability, from the need to streamline, improve and simplify the communication by completing and operationalization the network of single points of contact in order to improve the communication of natural and legal persons with the state. These needs can be considered as the foundation on which is built the reform of public administration ESO.

An important part of the modernization of public administration is its intense electronisation that allows citizens and entrepreneurs fast access to information and services, where the most significant benefit is the streamlining of public administration performance and reducing the administrative burden on individuals in communicating with the public administration.

Table 1 Comparison of outcome indicators for the modernization of public administration in selected countries of the European Union in the period 2010 - 2014 in %

Country	Year		
	2010	2012	2014
Slovakia	56,39	62,92	61,48
Czech Republic	60,60	64,91	60,70
Ireland	68,66	71,49	78,10
Slovenia	62,43	74,92	65,06
Croatia	58,58	73,28	62,82
Denmark	78,72	88,89	81,62
Global average	44,06	48,82	47,12

Source: Own processing, UN E-Government Survey, 2014

E-government index reflects a number of indicators such as on-line range and quality of public services, telecommunication access, human capabilities, ability and willingness of countries using information and communication technologies for the development of public administration. Based on the e-government index we can compare the quality of electronic services provided by the public sector in various countries where are taken into account also education of public administration employees and their qualification. Table 1 captures the development of e-government index in selected countries of the European Union from 2010 to 2014. From the perspective of Slovakia is obvious that despite the index value above the global average is at present lagging the index behind all the selected countries with the exception of the Czech Republic. Development of the quality of public administration services has been fluctuating in the last four years in Slovakia while the best values were achieved in 2012, but this number was in comparison with selected countries lowest in this period.

The general objective of the Slovak Government in managing the public administration in the context of ESO reform is a continuous improvement of activities of public administration and public services in order to support socio-economic growth of Slovakia and improve the quality of life for citizens. This requires a systematic improvement of the legislative framework for public administration with an emphasis on the fact that citizens and satisfaction of their needs is a focal point of public administration performance.

The question of integrated systems is also included in the ESO reform and currently is working on building an integrated public administration information system to improve interaction of its services. From the perspective of information systems it is important to achieve interconnection of information systems of individual sections of public administration at the level of state and local governments. That is the reason for the creation of a consistent and secure integrated communication and technological infrastructure. Public services will be accessible by several electronic channels in particular through the Central Public Administration Portal

The National Reform Programme of the Slovak Republic is the main strategic documents in the field of economic development and structural policies. It represents the national measures to achieve sustainable economic growth, employment

growth and improving quality of life. At the international level represents this material measures to achieve the objectives contained in the Europe 2020 strategy defined in the Annual Growth Survey and the Integrated EC Guidelines for the Europe 2020 strategy, as well as to fulfill the recommendations of the European Council of the Slovak Republic.

Modernization of public administration received its separate chapter in the National Reform Programme in 2012, from which we can deduce an increased interest in the mentioned issue. The government has revised the structure of state administration bodies in order to streamline their activities and due to the reduction of expenditure incurred on their activities. After that the new structure of local state administration bodies has been created which important nature will be the integration of the scope called specialized state administration into a single national office. Also have been strengthened analytical capacities of the state through departments in key sectors.

The need to reform public administration underlines in recent years especially the fact that the public administration is an important part in the further development of the country. ESO reform is mainly focuses on the transformation of state administration where there is ample scope to increase its effectiveness. By its reform can be achieve not only the savings of public finances, but mainly increase the quality of citizen public services. Scope for reduction in the state administration represents the number of employees, number and merging of offices and reduction of expenditures on purchasing goods and services.

State administration in Slovakia compared with the developed European countries lags behind in using the tools of strategic management of human resources. „Achilles heel“ of Slovak bureaucratic apparatus is also discontinuity and frequent variations of leaders at the change of governments, which is not a standard procedure in other developed countries. Probably the biggest problem is employee remuneration by low average wages, which causes a lack of highly qualified employees in the public sector because they can't be adequately paid and they can't compete with the private sector, where such labor is heading. The need for systematic capacity building in state administration is currently introducing a scholarship program that will financially support studies at renowned foreign universities to selected candidates. In return, the graduates at the same time commit to work in public administration, which will ultimately strengthen up highly qualified professional capacities. To improving its analytical units may also contribute possibility of training courses and internships financed from EU funds.

So far, during the public administration reform ESO the working environment for professionals has become partially more attractive. In order to strengthen the analytical capacity of the state and to improve the quality of public administration were created analytical services in key sectors. It was managed to create a Financial Policy Institute at the Ministry of Finance, Institute of Economic Analysis at the Ministry of Economy, Department of Economic Tools and Analysis at the Ministry of Environment, Analytical Centre at the Ministry of Education, Science, Research and Sport as well as on the Ministry of Labor, Social Affairs and Family and the Ministry of Transport,

Construction and Regional Development, Institute of Strategy at the Ministry of Transport, Construction and Regional Development and Mergers and Acquisitions Department at the Ministry of Economy.

As the conditions for success of the ESO reform can be identified the following changes: the abolition of the second level of territorial state administration - regional authorities, the creation of integrated territorial authorities of state administration at the level of 72 districts, creation of a structure of Contact Administration Points for Citizens (CAPCs) in the seats of districts, creation a network of Integrated Service Places (ISP) of passive contact and the establishment of Points of Single Contact (PSC) in the CAPCs.

Given the scale and difficulty was the ESO reform divided into several stages. To January 1, 2013 was held the integration of specialized competences of state administration by abolition of specialized local state administration authorities at the regional level, by which was completed the first stage. The essence of the second stage was to create a uniform and clear network of local state administration bodies. By mid-2014 was planned with the integration of the local state administration, by the end of 2015 have to be set up client centers for citizens and the ESO reform should end at 2020 by optimizing the performance, processes and structures of state government and self-government.

By approving of Act no. 345/2012 Coll. on certain measures of local state administration, goes the scope of the regional school, building offices and territorial military offices at the district offices in the regional seats in the scope of the Ministry of Interior. Competences of abolition regional offices were transferred at local offices within the competence of the respective ministries in the regional seats, competencies were transferred to corresponding specialized authorities in the lower court of the competent central state administration authority. In accordance with the above were canceled 64 regional authorities of specialized state administration. The first part of the reform was launched in January, when was ceased mentioned 64 authorities of specialized state administration. The sequel is disturbance of local offices. By this way was limited the number of entities that till today operate with state property, perform public procurement and decide on personnel matters.

This measure has the anti-corruption character and the management and control of public funds will be more transparent. It also means a reduction in costs - by centralizing the support activities of transversal or service nature.

In the second stage of the reform was at the beginning of October 2013 the formation of 72 district offices in the seats identical to the SR territorial and administrative division (Bratislava as one district - previously five, Košice as one district - previously four), which replaced 50 local offices. Based on Act no. 180/2013 Coll. on the organization of local state administration were ceased also 248 local state administration authorities from which 40 in the position of budgetary organizations. With the adoption of the Act were abolished local environmental offices, local office for road transport and land communications, local forest offices and local land offices and cadaster administration.

Since October 1st 2013 has been concentrating all integrated offices of state administration in the form of trade unions into the future district offices on a single address in the towns: Senec, Piešťany, Hlohovec, Skalica, Nové Mesto nad Váhom, Ilava, Myjava, Púchov, Zlaté Moravce, Bytča, Turčianske Teplice, Banská Štiavnica, Detva, Krupina, Žarnovica, Bardejov, Svidník, Snina a Gelnica. On two addresses are working district offices in the cities Nitra, Trnava, Galanta, Skalica, Bánovce na Bebravou, Považská Bystrica, Partizánske, Topoľčany, Dolný Kubín, Lučenec, Revúca, Stará Ľubovňa, Vranov nad Topľou, Levoča, Košice – okolie, Michalovce a Sobrance. Other district offices operate on multiple addresses and their moving will be carried out concurrently with the commissioning of customer centers in order to avoid any unnecessary complications in citizen orientation. Within the creation of an integrated system of state administration is the aim to create a single office for citizen in the competent district which should, depending on specific options, be represented by a single common place. In towns where it enables higher capacity, will be integrated offices moved into the buildings of the current local offices. The effective concentration of offices under the ESO reform is a difficult process - it is about the creation of a new security structure for execution of the agenda of district offices as well as acceding offices that do not violate the continuity of services provided to citizens. This process is part of a wide complex of measures to clarify, streamline and make more transparent the functioning of public administration in Slovakia. For the citizen is not substantial a seat of the district office, but the client center where he will do all simple requirements within the integrated agenda while he waits and difficult will be under the direction of the state administration so that the documents will circulate not the citizen.

Under the implementation of public administration reform ESO has been created a website www.eso-portal.sk for civil suggestions, comments and complaints. On the site citizens can send with the help of a preset online form their observations or suggestions and contribute to shaping the reform itself.

In the public administration reform ESO and effort to access and streamline of state administration services to citizens was put into operation call center from 1 January 2014. On a free phone number it is possible to be informed during working days about agendas provided by the district authorities as well as the addresses and office hours of integrated state administration offices and client centers throughout Slovakia. The aim is to offer citizens more opportunities to communicate with state administration. Call Centre shall in particular contribute to reducing the loss of time and costs for citizens in contact with state administration.

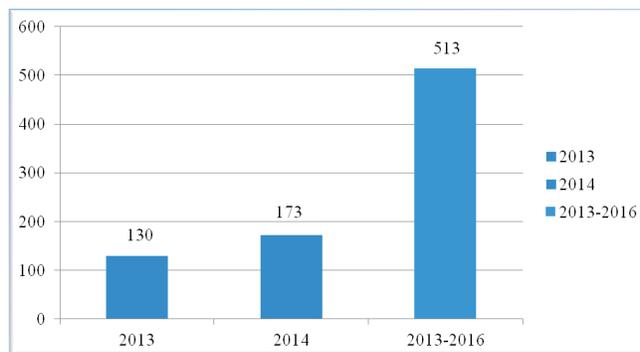
Currently within the ESO reform it is working on the creation, start-up and control of trial operation of contact administration points for citizens (CAPCs) within the individual district offices or detached offices. Minister of Interior called this activity as a priority in the reform of public administration ESO for 2015. Professional public agree that the public administration reform ESO is essential and need to focus both technical-logistical level of the public administration as well as the informatization of services and professionalization of contact with citizens, including the soft skills development.

Financial estimates resulting from the implementation of public administration reform ESO

The Ministry of Interior plans savings from the framework assessment of activities and competencies of central state administration authorities together with their subordinates funded institutions under the ESO reform in the amount of 513 million € for the period 2013 - 2016. The department of interior carefully analyzed more than 400 state administration organizations, in which the department identified reserves in the efficient use of public resources. Subsequently was suggested abolition, merge or transformation of selected offices where the individual ministries adopt or choose an alternative procedure to ensure the prescribed amount of savings by 2016. The Ministry of Interior also stipulates that a citizen due to the reform of public administration ESO saves for the period 2013-2016 amount of 54,75 € on administrative charges, 320,25 € for travel and 25 days on a vacation.

Government declares specific amounts of savings (see Figure 1) resulting from the ESO reform, however experts of the INESS Institute contradict, because for calculation of the exact savings achieved by the reform are necessary to get the analyzes that are currently missing and final real amount of savings will be relevant to find out only after completion of a complete implementation of the ESO reform. Even the European Commission is not convinced of the savings as much as the Government presents them.

Figure 1 Estimated amount of savings of public finances resulting from the reform of public administration ESO in the period 2013 - 2016



Source: Own processing, Ministry of Finance SR, the National Reform Programme, 2013

Characteristics of contact administration points for citizens (CAPCs) established within the framework of public administration reform ESO

From 1 October 2013 can citizens resolve their authority requirements by locally relevant district office or on the relevant field which are or will be to them progressively available for equipping the citizens' agenda by contact administration points for citizens – Client Centers (CC).

Contact administration point for citizens (CAPC) is a workplace based on client service that will be more accessible for citizen and will provide a comprehensive agenda of state administration for any life situations of citizen. This functioning model should also separate citizen from the enforcement of decisions

thus limiting a space for subjectivity and possible corrupt behavior. CAPC is a place where citizen and entrepreneur will do all the specialized transactions provided by the state simply and with minimal costs. In contact with the state the citizen can maximize the use of electronic means and at a personal dealing he does not need to attend any other specialized offices in various places. State administration viewed from citizens and enterprises is simple, transparent and accessible. State administration is lean, flexible, works sustainably, transparently and with minimal cost. Citizen may contact all necessary authorities by CAPC representing all local state administration authorities. Citizen has the right to refer any matters falling within the competence of the local state administration office directly to the CAPC, which moves the case to solve by the state. CAPC can citizen choose according to his preferences, not taking into account for example his place of residence. Citizen will no longer be forced to travel to the office to his place of residence.

One of the tools of passive communication between the state and citizens are integrated service places (ISP) at which can citizen require for example birth certificate or statement from cadaster. ISP will be only passive communicators working with the data at their disposal. ISP has become a part of every CAPC's, because CAPC provides citizens also active and passive communication.

Government mapped the processes carried out by local state administration which will establish a catalog of services provided at front-office workplaces of district offices (CCs). Client centers allow to do trade business agenda, road transportation, vehicle registration, registration of documents, environmental, general internal administration as well as cadastral (Snina, Svidník, Topoľčany, Nitra), land and forest agenda. In CC is also located cash register where citizen can pay the necessary administrative charges.

Since a large part of local state administration activities must be carried out at the local office, the range of services depends mainly on the space available in regions and districts. Electronization and interconnection of public administration information systems, along with professional functioning of contact administration points for citizens have to ensure simplification and improvement of state administration performance for citizens.

Pilot client center was put into operation in early November 2013 in Nitra which besides debugging processes of individual workplaces served as a methodological and training center for other employees within the whole republic.

Since a large part of local state administration activities must be carried out at the local office, the expanding of CC services offer will depend mainly to the possibilities of further spatial joining of district offices unions. In the continuation of the second stage of public administration reform ESO was previously planned to create by the end of 2014 to 40 client centers, but today the second stage of the reform is significantly in „a slip” and overall are in service only 26 fully functional CCs and eight in test mode. In the future would be performance monitoring, measurement and process optimization of district offices carried out regularly and systematically. Also should be added in client centers the measurement of visitor satisfaction.

Cumulative assessment of the questionnaire using the Delphi method

In the evaluation of using the Delphi method we achieved in the first round of questionnaire which con-

tained nine questions a consensus of interviewed experts from the theoretical and practical environment. Based on the consensus reached it was not necessary to resend the questions again.

Table 2 Evaluation of using the Delphi method

	Research question	Opinions of the experts
1.	Will bring in your opinion public administration reform ESO significant expected savings of finances spent on functioning of public administration? If so, what? If not, why?	The dominant opinion, which occurs in the answers of experts, is that public administration reform ESO will bring some savings achieved in particular by integrating the performance of state administration - by concentrating in a single administrative center, by reducing fixed rental costs, by reducing the number of employees and by increasing employee performance through the creation of CAPCs. But they can't say that achieved savings will be significant because the costs associated with creating CAPCs can relativize them. In the long term can be expected cheapening of state administration, particularly where is access to the transformation of the central state administration.
2.	Where do you see the reasons of creating a CAPCs and what seems to be their need for?	Addressing experts agreed that the reasons of creating CAPCs are based on the need to approximate state administration and citizens from the necessity of completion all necessary administrative requirements in one place. CAPC facilitates communication not only of common citizens but also of business entities. According to the respondents is necessary to see the need in the availability of services to the citizen, the termination of "stone offices," and computerization of services. The secondary reason for creating CAPCs is in the transparency and simplification of state administration and associated cancelling of a large number of budgetary organizations.
3.	What are in your opinion, the most common and largest barriers in creating CAPCs?	For primary problems in creating CAPCs have been identified the lack of appropriate spaces for creating CAPCs, the insufficient links of individual systems, time delay and reluctance of interested officials to change things.
4.	What is the main reason for stagnation of establishment and relatively slow creation of CAPCs within each district offices?	As the main reason for stagnation addressing experts consensually marked fragmentation and dispersal of offices in individual cities, which complicates the process of joining offices into CAPCs and subsequent difficult searching for suitable spaces and not least the reluctance of management of individual sites to cooperate in developing the concept of CAPC.
5.	What are in your opinion, the advantages and disadvantages of created CAPCs? Please rank them from most important to least important.	Experts agree that the benefits for CAPC consider in the possibility to equip the necessary agenda in one place, easier access of citizens to the state administration, operability of the performance of state administration and reduce the waiting time, location of CAPCs outside towns with the status of district towns and the improvement of technical equipment. The responses also appear consensus about the disadvantages that CAPC brings. It is the disadvantage in the form of partial centralization of state administration, indirect disadvantages of low public awareness of the existence of CAPC and frequent changes in public administration.
6.	Do you consider that CAPCs are appropriate and effective tool to improve the comprehensiveness of the services provided to citizens? If so, what is the impact on the comprehensiveness of services provided to citizens? If not, why?	The central idea, which occurred between answers from experts in research question nr. 6 was that CAPC will be an effective tool to improve the comprehensiveness of services provided to citizens when it succeed to integrate,, under one roof "maximum number of offices and eliminate problems in switching systems. Except the integration of the authorities, it is important to focus on the professionalization and increase of employee motivation.

7.	Can you see the sense in connecting CAPCs with self-government offices of the first contact? If yes, what? If not, why?	Generally it is believed that interconnection of CAPCs with offices of first contact at municipal and local level does not make sense. Offices of first contact mainly provide services arising to municipalities and towns of the Act on the municipal level while CAPC is a representative of state administration. In the case of their fusion it could lead to lower the transparency and performance of both entities and within our multiple residential structure it is not even realistic to combine for example in municipalities up to 100 residents respectively up to 250 residents, where such office of first contact represents often the mayor himself, respectively a single worker who accumulates in himself all executive functions.
8.	Will CAPCs increase the transparency and quality of services provided to citizens? If so, how? If not, please explain why?	The central opinion occurring in the answers of experts is that if it would eliminate problems of services provision, it could increase the quality of services provided to citizens, and it could also lead to an increase of the transparency. However CAPC represents still a part of the of state administration, which in practice means that theoretically may be in changing of government also the modification of the reform program, which ultimately may also reduce transparency.
9.	Evaluate please the current status of implementation of the ESO reform and provide recommendations for the next steps of the process.	Positive feedback on public administration reform ESO accrue especially in connection with the creation of CAPCs, unfortunately reform has departed from the timetable resulting in a relatively low number of established CAPCs despite the fact that the activity is currently in the reform number one priority. ESO reform affects only the transformation of state administration therefore will be necessary to start the process of changes at the central level and results in communal reform. Experts further recommend to carry out evaluation of reform through quality audit, personnel audit and impact on the finances. Implementation of electronic services in the reform - e-government is in states with strong public service a matter of course, in Slovakia it is necessary to speed up its implementation and effective use of structural funds in this regard. Finally, the reform must be evaluated in terms of citizen satisfaction, which is the primary objective of this reform.

Based on the analysis of knowledge and information it was possible to determine the basic problems of realization and implementation of public administration reform ESO and slow creation of CAPCs. As a major problem was labeled the complexity of public administration reform because reform changes affected only the state administration, without changes at central and municipal level. In the case of CAPCs creating was the primary problem spatial and staffing equipment, ie the lack of appropriate spaces and the interest of employees of performed transformation.

Conclusion

Positive aspect resulting from the reform of public administration ESO consists in the effort to modernize the enlargement of electronization, which facilitates the access of citizens to public administration services and simplify communication with state administration institutions. In the context of improving and simplifying the performance of state administration institutions has been proceed to integration of offices to one center (creating CAPC), which positively influence the life of society by saving costs incurred to handle the necessary administrative agenda. In Slovakia is currently established 26 client centers, but this number is considerably behind the strategic plan. Public administration reform ESO represents a change

especially in local state administration and can be seen as a shift to centralization, therefore we recommend to extend this concept to the transformation of central state administration and self-government. It is necessary to systematically track the performance of public administration by applying precise and unequivocal indicators, because improving the efficiency of public administration should be based on a comparison of the costs and results of the individual services and activities of the state administration. Public administration should be intensively focused on the citizen and the services that provide to him, of which plays a major role professionalism of employees. Appropriate means of achieving this recommendation are training, transparent rules for filling of positions in public administration, career progression and increasing the attractiveness of working environment for professionals by improving technical and space equipment, but mainly wage evaluating. It is necessary to reduce and limit the personnel politicization of state administration by suitably defined scope of the civil service, which separates politics from administration and expertise.

Due to the efforts of public administration electronization and informatization we recommend to introduce regular staff training focused on skills used in IT systems because without the comprehensive quality of employee skills can't be achieved the surface improvement and intensification of electronization

and informatization of public administration and consequently improvement of the control system of employees and their work performance using an appropriate combination of control mechanisms. Intensive use of strategic management tools of human resources and improving of human resources management in public administration lead to streamlining and improvement

of the situation in the field of public administration reform ESO and the creation of CAPCs. The financial impact of the public administration reform ESO is currently very difficult to comprehensively evaluate, as in this area absent detailed studies and the final amount of savings will be possible to quantify through to complete implementation.

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