

ФЕДЕРАЛЬНОЕ ГОСУДАРСТВЕННОЕ БЮДЖЕТНОЕ ОБРАЗОВАТЕЛЬНОЕ УЧРЕЖДЕНИЕ ВЫСШЕГО ПРОФЕССИОНАЛЬНОГО ОБРАЗОВАНИЯ СТАВРОПОЛЬСКИЙ ГОСУДАРСТВЕННЫЙ АГРАРНЫЙ УНИВЕРСИТЕТ СЛОВАЦКИЙ АГРАРНЫЙ УНИВЕРСИТЕТ БЕЛГРАДСКИЙ ИНСТИТУТ АГРАРНОЙ ЭКОНОМИКИ

Современные проблемы развития национальной экономики

Modern problems of national economic development

СБОРНИК СТАТЕЙ

V Международной научно-практической конференции V International scientific-practical conference (12–14 июня 2013 г.)

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Современные проблемы развития национальной экономики: сборник статей V Международной научно-практической конференции (12–14 июня 2013 года). — Ставрополь: АГРУС Ставропольского гос. аграрного ун-та, 2013. — 200 с. ISBN 978-5-9596-0919-1

Представлены статьи, в которых рассматриваются макроэкономические проблемы современной экономики, современные особенности развития экономики в условиях рецессии мировых рынков, проблемы и перспективы развития финансового сектора в условиях международной экономической нестабильности, возможности инновационного развития российской экономики, современные тенденции в управлении, информационные технологии в экономике, социальные и правовые проблемы рыночной экономики, социально-экономическая и экологическая ответственность бизнеса в свете обеспечения устойчивого развития.

Для научных сотрудников, преподавателей, аспирантов и студентов вузов экономических и гуманитарных специальностей, а также всех, кто интересуется актуальными проблемами состояния и развития экономического анализа, а также современными тенденциями развития национальной и мировой экономики.

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ПРЕДИСЛОВИЕ

В данном сборнике представлены труды V Международной научно-практической конференции ФГБОУ ВПО «Ставропольский государственный аграрный университет», Учетно-финансового факультета «Современные проблемы развития национальной экономики».

Тематика и содержание представленных докладов и выступлений затрагивают широкий круг вопросов, связанных с макроэкономическими проблемами современной экономики.

В данном сборнике объединены материалы работы конференции, касающиеся современных особенностей развития экономики в условиях рецессии мировых рынков, проблем и перспектив развития финансового сектора в условиях международной экономической нестабильности, возможностей инновационного развития российской экономики.

Труды участников конференции также посвящены современным тенденциям в управлении, вопросам применения информационных технологий в экономике, социальным и правовым проблемам рыночной экономики, аспектам социально-экономической и экологической ответственности бизнеса в свете обеспечения устойчивого развития.

Тематика конференции вызвала высокий интерес широкой аудитории ученых из зарубежных университетов-партнеров Ставропольского государственного аграрного университета. Среди иностранных участников — коллеги из Сербии, Словакии, Украины, Нидерландов. В их работах раскрываются сущность и практические аспекты решения многих проблем, возникающих в современной мировой экономике.

Полагаем, что труды участников, носящие несомненный научноприкладной характер, содержащие полезные обобщения и выводы, количественные и качественные оценки, помогут найти оптимальные пути решения поставленных на конференции задач.

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PUBLIC ADMINISTRATION IN SLOVAKIA: SHALL THE CURRENT REFORM SOLVE ITS PROBLEMS?

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Abstract

The public administration acts as the main regulator of the relations within the society and as the guarantor of public services access is the efficient and fair operating highly desirable for all parts. The reasons of the continuing reforms in public administration in Slovakia are both to reduce the cost of government performance and transfer the responsibilities from the state to self-government and allocation of public funds between government and self-government). All reforms were implemented in the spirit of generally declared attempts "to bring the administration closer to citizen", which has partly succeeded. Single Contact Points (SCPs) as "contact" units within district offices for entrepreneurs in 2007 were established and after 5 years proved to be effective. This fact is proved also by the survey conducted among entrepreneurs in Nitra region, in terms of functioning of the state administration in the area of small business. Currently, the Slovak government launched the ESO Program (Effective, Just and Open public administration) for years 2012-2016. In the frame of this reform since January 2013 regional specialized offices have been cancelled, and in a year later, the remaining offices of specialized state administration will be cancelled as well. Gradually, their agenda shall be switched to centers at local level. Of the current 248 local state offices should remain roughly 72. However, it does not mean automatically the decrease of

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the number of employees. The aim of the reform is to change the ratio of service activities that are dedicated to the cancelled offices. The critics of the reform state that the public administration reform doesn't solve the quality of governance to people. Heads of new offices will be nominated by the government, there is no guarantee that they will be experts in public administration. Furthermore, the merged offices within new 72 district offices, are those with which the citizen comes into contact only a little. Most people go to the offices of labor, the social security and the tax offices and these offices are not merged. No measures to increase the quality of services were taken.

Key words:

reforms of public administration, ESO program, single contacts points (SCPs), small business, questionnaire survey, regional and district offices

Introduction

Public Administration in Slovakia faces many challenges. One of which is a growing demand for public services, caused by changes in society (population aging, social structure changes, globalization and turbulent environment), the second one is the pressure for efficiency increase in their provision (crisis of government budget) and the third one is efficiency of the administration itself (increasing demand for speed and quality of decisions that this turbulent period are required, by citizens, companies and organizations).

The present structure of Public Administration in Slovakia is composed of state administration, self administration and public corporations. State administration is considered to be the most comprehensive form of state activities and is carried out on behalf of the state. State administration is divided into central and local. The state administration bodies are organized hierarchically, i.e. the above superior body has within its competences given by state a right to influence the subordinated bodies.

It is within local state administration where the significant changes took place in last years. Local state administration is a part of the public administration and its role is to carry out the state functions in various territorial units. The local state administration currently is undergoing a wide reorganization.

Background

Since January 2004, when the Act No 515/2003 Coll. about the regional and local offices and the amendment of certain acts, the former system of regional and district offices was cancelled. This resulted in a new system of local state administration bodies – district bodies (50) and regional offices (8). Local state administration through regional and district offices functioned until 2007. The new reform abolished the regional offices from 1. October 2007 – Act No 257/2007 Coll. of the abolition of regional offices and about the change and amendment of Act No 515/2003. The power of the cancelled regional offices was delegated to district bodies and relevant ministries, in a meaning that all the rights and obligations were delegated to district offices with changed terms and conditions. The agenda of small business has been administered by Single Contact Points (SCPs) as a unit within district offices. The aim of SCPs is to establish efficient assistance to entrepreneurs in dealing with business license, but also streamline the procedure of district individual administrative offices at the center. So the local state administration from 2007 is composed of district offices (so called general) and district specialized offices at the local level (districts) and regional specialized offices at the regional level. Prior to the establishment of SCP, entrepreneurs had to go to register to the competent tax office, health insurance, business register but at present all the documents are delivered to SCP, which is linked to the all these institution. Also, criminal record, is already requested directly from SCP of competent offices of EU Member State. The whole procedure for issuing licenses is very fast and much less difficult for an entrepreneur mainly due to links with these institutions. However interaction with the social insurance agency and customs offices is lagging behind due to absent stipulation of the legal regulations.

This step meant better interconnection of political responsibility of ministers and ministries. The number of offices and employees of public administration was decreased what contributed to the desired goal – to make the entire state administration at the regional, local and municipal level more effective.

All reforms were implemented in the spirit of generally declared attempts "to bring the administration closer to citizen", which has partly succeeded. And serves as a base for the continuation of the reform in all state sectors.

Methodology

The methodological approach is based on assessment of SPCs by entrepreneurs in Slovakia through questionnaire survey. In the questionnaire the following questions were formulated:

- (1) How do you rate the quality level of services provided by SCPs
- (2) Evaluate the degree of complexity of services provided in SCP
- (3) Evaluate the match of the services provided and available at the SCPs to the needs of entrepreneurs
- (4) How do you assess the standard of professional competence of SCPs?
- (5) How do you assess the speed of administrative procedure at SCPs?
- (6) Evaluate the overall quality status of the business environment in Slovakia.

Entrepreneurs answered the questions 1 - 6 by intensity of Likert scale as follows:

| Degree of evaluation | Intensity |
|----------------------|-----------|
| Very low | 1 |
| Low | 2 |
| Medium | 3 |
| Rather high | 4 |
| High | 5 |

Questionnaires were distributed among entrepreneurs using SCP's services. Within Nitra region, the return rate was 614 questionnaires. The aim of this analysis was to identify perception of "reformed" district offices and their units - SCP by entrepreneurs in terms of quality expressed in various questions and state the variable intensity of their evaluation

Discussion

Results of the questionnaire survey - entrepreneurs

According to the results of a survey of entrepreneurs, which was focused on the evaluation of the degree of the quality of services provided by on SCP (Question 1), the degree of complexity of services provided by on SCP (question 2), the conformity of the services provided on SCP with the needs of entrepreneurs (Question 3), the evaluation of standard of professional competence of SCP staff (Question 4), we can say, that SCPs fulfill their purpose, entrepreneurs receive quality services, since the vast majority (48.12 %) respondents state rather high quality. The

degree of complexity of services provided by SCPs was also evaluated positively, since most respondents (47,71 %) evaluated the complexity of services as rather high level. The degree of conformity with the needs of entrepreneur services was reported in 37,23 % as rather high. Standard of professional competence of SCP staff was evaluated by entrepreneurs in 44,30 % as high.

Although the recent amendments to the Small business act considerable shortened the legal deadline for issuing the business license and simplified the reporting procedure - "making the necessary formalities in one place" ,the degree of the speed of administrative procedure at SCPs- questions 5 and the overall qualitative state of the business environment in Slovakiaquestion. 6), results show that the views of entrepreneurs on the business environment in Slovakia have not changed. It is documented by the results of the survey, - with the overall qualitative condition of the business environment of the participating entrepreneurs only 3,76 % (high level) are satisfied and 11.76 % of entrepreneurs evaluate the overall level of business environment with level rather high. 36,27 % of entrepreneurs evaluate a low level, and 10,78% of entrepreneurs classified the overall business environment with very low degree. The most common reason for dissatisfaction with the overall business environment of entrepreneurs is a high levy burden on entrepreneurs themselves and levy burden on businesses - employers.

Evaluation of questions in percentages and graphical representation of the evaluation SCPs at all district offices in Nitra region is shown in Table 1.

Table 1
Results of survey of entrepreneurs – small business entrepreneurs in Nitra region

| Degree of evaluation | Question 1 | Question 2 | Question 3 | Question 4 | Question 5 | Question 6 |
|-----------------------|------------|------------|------------|---------------|------------|------------|
| Very low 1 | 0,00% | 0,00% | 0,33% | 0,00% | 0,16% | 10,78% |
| Low 2 | 1,14% | 1,80% | 2,97% | 0,49% | 0,65% | 36,27% |
| Medium 3 | 19,90% | 23,86% | 33,11% | 12,38% | 8,51% | 37,42% |
| Rather high 4 | 48,12% | 47,71% | 37,23% | 42,83% | 37,32% | 11,76% |
| High 5 | 30,83% | 26,63% | 26,36% | 44,30% | 53,36% | 3,76% |
| Sum | 100,00% | 100,00% | 100,00% | 100,00% | 100,00% | 100,00% |
| Average (mean values) | 4,08646 | 3,99183 | 3,863262 | 4,309446 | 4,430442 | 2,614379 |

Source: own processing

The reform that abolished the regional offices from 1. October 2007 and the power of the cancelled regional offices delegated to district bodies and relevant ministries, shows positive results.

Also the questionnaire survey shows the positive evaluation of the services provided by "reformed" district offices to entrepreneurs .

Results of the ongoing reform analysis

In spite of the change of the government in 2011, the new government decided to go on in improving merging the powers of the state offices and cancelling regional offices. In the Governmental Program (Manifesto) adopted the ESO Program (Effective, Just and Open public administration) for years 2012-2016 which was approved by Governmental Resolution No 164 from 27th of April 2012. The ESO Program and was prepared by Ministry of Interior and focuses on efficiency, reliability and openness of the state administration. The aim of the government is to create a new structure of local state administration bodies, based on competences integration of bodies of specialized local state administration into one state office at the local level with general competence. Therefore, it is necessary for the government to implement the required legislative measurers. The ESO Program is implemented in several stages resulting in more effective state administration meeting the citizen's needs and last but not least it should cause the savings of public finances. The idea is to simplify the amount of bureaucratic processes to citizens. As the Procedural Report of the Ministry of Interior stated, the intention of the whole project is as follows:

"The citizen and entrepreneur will be able to sort out all the specialized transactions provided by the state simply and at the minimal costs. In dealings with the state, they can use the electronic methods at the maximum level and at the personal dealings, they do not have to attend any other specialized offices at the different places. State administration is from the citizen's and entrepreneur's point of view simple, clear and accessible. State administration is lean, flexible, works sustainable, transparently and at the minimal costs."

The first stage aims at changing the structure of local state administration bodies. Since the abolition of the regional offices brought the required results the government has decided to continue in this sense. A number of regional structures of local state administration bodies are cancelled. The new structure should simplify the contact between the

citizens and state administration bodies, transparency, efficiency of the use of the financial funds and ensure more effective control. The competence of the abolished bodies have been delegated to existing district offices placed in regions since 1. of January 2013. According to the proposed act, the following bodies have been abolished:

- Regional Offices for Education their competences have been delegated to district offices located in the region
- Regional Offices for Construction their competences have been delegated to district offices located in the region
- Regional Environmental Offices, their competences have been delegated to district environmental offices in the region
- Regional Land offices, their competences have been delegated to district land offices in the region
- Regional Offices for transport and territorial communication, their competence have been delegated to district office for transport and territorial development in the region
- Cadastral offices, their competence is delegated to cadastre in a region
- District offices in the region are within the competence of Ministry of Interior

The reform should have a positive impact at the state budget as more than 90 budgetary organizations will be abolished – 50 district offices, 8 Regional Police Directorates, 8 Regional Fire and Rescue Service Directorate, 8 Regional Education Offices, 8 Regional Offices for Construction and 8 Territorial Military Administration including business offices, managers of the state property, public factorums and accounting units.

Reducing the expenses from the state budget is one of the key objectives of the proposed act. With the reducing of the number of the budgetary organization is related the reduction of the employees of the public administration. In 2013 should the number of employees be reduced of 199. The operational costs will be decreased because of the placement of integrated of district office in one building so the costs connected to the securing of the state property.

Within the 2nd stage of the reform, 72 new, so called "general" district offices will be created instead of existing 248 specialised district offices.

The critics of the reform state that the public administration reform (ESO) doesn't solve the quality of governance to people. By contrast, it concentrates power in the hands of the minister of interior. Less number of concentrated offices under one roof, do not address the quality of services provided to people. Furthermore, merged offices within new 72 district offices, are those with which the citizen comes into contact only a little. Most people go to the offices of labor, the social security and the tax office and these offices are not merged.

Table 2
Proposal of savings in the public administration
of state administration

| Financing | Impact on the budget of public administration (in Euro) | | | |
|--|---|-------------|-------------|-------------|
| | 2012 | 2013 | 2014 | 2015 |
| General impact on the budget of Public Administration (- Incomes, + Outcomes) | 0 | - 3 226 137 | - 3 615 450 | - 3 615 450 |
| Out of it the impact on State budget | 0 | - 3 226 137 | - 3 615 450 | - 3 615 450 |
| Financing provided in the budget | 0 | 0 | 0 | 0 |
| Other financial sources | 0 | 0 | 0 | 0 |
| Budgetary non-covered impact / saving | 0 | - 3 226 137 | -3 615 450 | -3 615 450 |

Source: Explanatory report to Amendment of Act No 515/2003 Coll..2012

Conclusions

The aim of the present government is to establish a structure of state administration that is high quality, efficient, open and closer to the citizens. Since 2007, so called general regional offices, including units of small business administration (8), have been annulled and SCPs were established. Since this partial reform proved an effective step, the government continues to further interference of district offices of so called specialized government and their subsequent transition of responsibilities to the general district offices.

Thus the government expects to create within this reform a more effective public administration, as well as savings in government budget. In the next step, the government plans to create centers at local level to facilitate the access of citizens to public authorities. SCPs, established in 2007, operate on a similar principle, with the aim to facilitate entrepreneurs to access the necessary services and information in one center (point). SCPs, with hindsight proved to be effective. Based on the questionnaire method survey, we came to the same conclusion that the current structure of the state administration in the field of small business is effective, SCPs improved their functionality, and therefore we consider this model is also suitable for creation of new structure of state administration in Slovakia. However, the reform seems to concentrate on the restructuring of the state bodies by decreasing their numbers without solving their quality. Heads of new offices will be nominated by the government, there is no guarantee that they will be experts in public administration. Furthermore, the merged offices within new 72 district offices, are those with which the citizen comes into contact only a little. Most people go to the offices of labor, the social security and the tax offices and these offices are not merged. No measures to increase the quality of services in state administration were taken.

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