

Contemporary Values in Public Administration and Indication of their Further Development

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Abstract: *In the paper, contemporary values in public administration (PA) and probable course of their development are considered. The methodology used is a combination of review of relevant literature and available empirical researches, and synthesis on further development of public values that is based on the Sustainable Public Administration model. Contemporary values in public administration are presented and discussed in the light of their involvement and evolution into the right to good administration. As demands towards public administrations and public employees will increase, public administrations will have to increase their capacity to address critical problems that will require and include also change in values – those of a system, of a PA organization and of public employees. As possible direction author offers the establishing of a sustainable public administration that will serve as a mechanism to achieve stability and equilibrium between incremental (minor) and structural (major) changes in the PA system. In this, values towards increased flexibility, creativity, innovation, risk taking and responsibility will have to be strengthened. The main contribution of the paper is in the approach that places further development and/or changes of values in public administration on the need for safeguarding the sustainability of its functioning, within the framework of the right to good administration.*

Keywords: values, public values, right to good administration, sustainable public administration.

JEL: H110, H77, H83

Introduction

Values are part of organizational culture in organizations of all kinds. They serve also as a tool to communicate what is important, what organization strives for and what kind of behaviour is desired and is to be expected. The same is valid also in public administration organizations and in public administration as a system.

We speak of values in public administration (PA) in connection to the reasons or its existence. In fact, it is about public, societal values that define values in the system of public administration and in individual organizations. Fundamental values represent bases for the whole system; values are in fact in the heart of public administration. Public values are those values that underpin legal principles for functioning of public administration. Contemporary public administration organizations usually communicate their values with citizens and clients, set principles of their functioning and issue codes of conduct. And this is not limited to

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communication to public, i.e. outside an organization but is used inside organization as well.

Values that support mission of PA organization have direct impact on its results, and the same is valid for a system of PA as a whole. Public values are important subject in the field of public administration as a discipline since the beginning. Nowadays, their role is even more emphasized and more explored. Public values now are being included in the concept of good administration, the concept that is gradually moving towards human rights. It is not surprising that states strive to assure good functioning of their respective public administrations, to fulfil and support public values and to exercise as much responsibility in this respect as possible.

Public values change over time. Basically, new values are being added to the fundamental ones and imply new behaviours of public employees, their leaders and of a system as a whole. In this paper, we address contemporary values in public administration and try to enlighten their future development.

1. Research question and the methodology

The main research question considered in the paper is what are the contemporary values in public administration and what is probable course of their development. Purpose of the research is to explore latest developments and practice in this area, to identify drivers for their further development, and to point at different aspects in this respect.

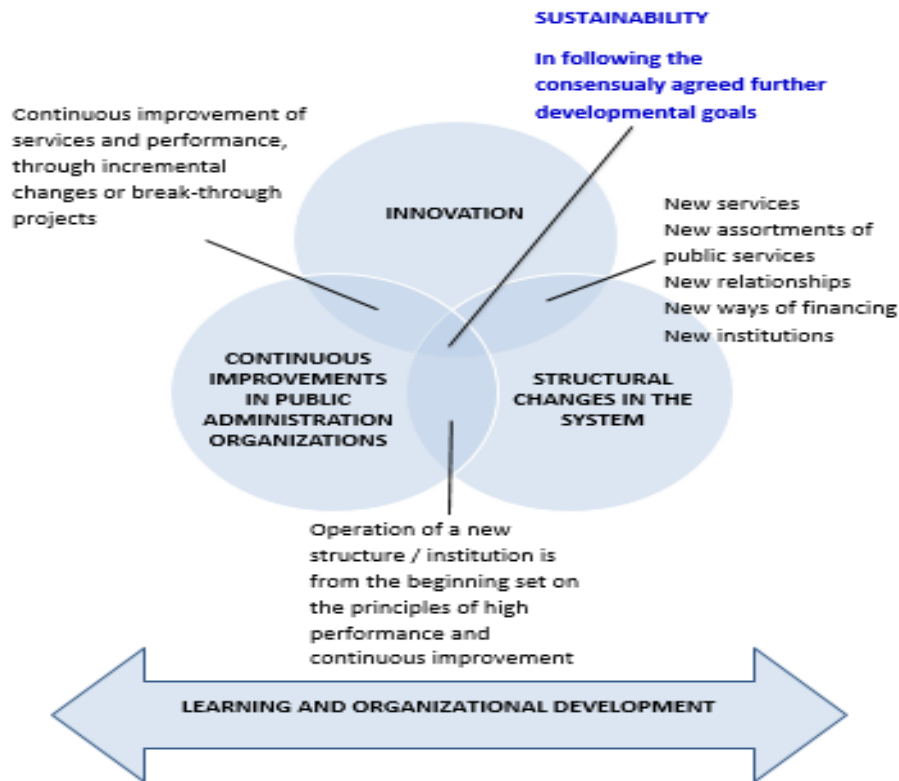
The methodology used is a combination of:

- Review of relevant literature;
- Review of available empirical researches;
- Synthesis on further development of public values and leaning it on the Sustainable Public Administration (SPA) model (Figure 1).

In respect to the latter, we briefly present the SPA model and the strategic management process that will be used in the continuation.

The main assumption of the SPA model is that national states will require sustainable public administration that will be capable of supporting its political management in governing the state and realization of developmental goals of the state. As the future is seen to be more dynamic and challenging, the sustainability of the apparatus of the government will be of a vital importance. Having a sustainable public administration means that PA is capable to support realization of state's functions and tasks on daily bases and fine tuning of their execution as well of recognizing and implementing structural changes in the system. The three founding elements of sustainable PA are: *Continuous improvements in PA organizations*, *Structural changes in the system* and *Innovation*. The first two elements indicate care and measures for balance between continuity and structural changes in PA, and the element of *Innovation* involves creativity in the context of PA that is natural part of well-functioning and sustainable system of PA.

Figure 1. The Sustainable Public Administration Model



(Source: Žurga, 2016)

As strategy change cycle is not only incorporated in the SPA model but is also one of its presumptions, it is necessary to briefly define also strategic management itself. Strategic management consist out of two main phases: strategic planning and strategy implementation (Bryson, 1995).

Strategic management is used both, to design new PA organizations (reference to the SPA: *Structural changes in the system*), or in existent PA organizations (reference to the SPA: *Continuous improvements in PA organizations*).

In that case, strategic management occurs within on-going processes (Bryson & Alston, 1996, p. 13) of organizational change. It is typically cyclical and includes budgeting cycles, legislative cycles, decision-making processes at managerial level, and other change initiatives. Strong element in this is quality management as the emphasis is on continuous improvement (Žurga, 2016).

2. Literature and researches review

2.1 Public values

Public values are those values that underpin legal principles for functioning of public administration. They had important role in development of PA and, in development of the discipline of PA. Modern discipline of public administration is result of the two major epistemological phases at the beginning of the 20th century: separation of administration from politics, and scientific exploration of PA as a discipline (Dwivedi& William, 2011; Nor Zaini & Kuppusamy, 2017). Henry defined five phases of the modern field of public administration as: (1) the politics-administration dichotomy, (2) principles of public administration, (3) public administration as political science, (4) public administration as management, and (5) public administration as governance (as cited in Dwivedi& William, 2011). Alongside the development of public administration, also public values developed and changed over years.

The more the management components were incorporated into the functioning of public administrations, the more additional values were included. Bozeman (2012) writes about “normative public values” as opposed to “managerial public value.” Although they are opposed, they are also related in many important ways. Bozeman (ibid.) defines normative public values as “a society’s “public values” are those providing normative consensus about (1) the rights, benefits, and prerogatives to which citizens should (and should not) be entitled; (2) the obligations of citizens to society, the state and one another; (3) and the principles on which governments and policies should be based.” (2012, p. 7)

According to Moore “managerial public value” focuses on an organizing framework based on three interdependent processes, (1) defining public value by clarifying and specifying strategic goals; (2) creating an “authorizing environment” for achieving public values, including building partnerships and stakeholder coalitions; (3) building operational capacity, marshalling and deploying resources, both those emanating from the organization but also from outside the organization, to ensure desired public values outcomes” (as cited in Bozeman, 2012, p. 15).

Hood (as cited in Van Dooren, Boukaert, & Halligan, 2010, pp. 22-24), defined three types of public values: the first set of values relates to products (efficiency, effectiveness), the second to processes (openness, integrity, participation) and the third one to the system itself (robustness, reliance, innovation). In 2007, Beck Jørgensen & Bozeman (see the appendix) classified about 50 public values into seven categories:

- (1) Contribution of public sector to the society,
- (2) Transformation of interests to decisions,
- (3) Relationship between public administrators and politicians,
- (4) Relationship between public administrators and their environment,
- (5) Intra-organizational aspects of public administration,
- (6) Behaviour of public sector employees, and
- (7) Relationship between PA and the citizens.

The whole list of values is presented as supplement to the paper.

According to Kernaghan (as cited in Baltic Institute of Social Sciences & O.D.A., 2015, p. 23) the current public administration values can be divided into four basic categories:

- (1) Morally ethical values: honesty, fairness, accountability, loyalty, excellence, respect, openness, integrity.
- (2) Democratic values: rule of law, neutrality, openness, responsiveness, representation, legality, as well as accountability and loyalty that appeared already in the previous category.
- (3) Professional values: efficiency, effectiveness, provision of services, leadership, innovation, quality, creativity, as well as excellence that can be added also to morally ethical values. It is possible to separate traditional values (for example, efficiency) from new values (for example, innovation) within professional value category.
- (4) People-oriented values: care, tolerance, politeness, compassion, courage, benevolence, humanism, as well as fairness that at the same time belongs also to the morally ethical value category.

Some authors talk about 'old' and 'new' values where the term 'new' denotes values that are being added in last decades (Demmke, 2004; Krekel, 2005; Brčić, Vuković, 2011; Ohanyan, Androniceanu, 2017). They classify 'old' values into:

- (1) Democratic-political values (political legitimacy, political responsibility towards elected representatives, availability to citizens, publicity, transparency etc.);
- (2) Legal values (role of law, legality, legal certainty, equal treatment and fairness in administrative procedures, legal responsibility of PA);
- (3) Social values (social fairness, solidarity, social sensibility, help to citizens, etc.) and,
- (4) Economic values (efficiency, economy, productivity).

The authoress 'new' values define as education, professionalism, ethics, objectivity, integrity, subsidiary and decentralisation, co-ordination, horizontal co-operation, informatization, entrepreneurship, competitiveness, public service quality). They see 'old' and 'new' values as complementary, where 'old' values are recognized more as organizational values and the 'new' values denote individual values of public employees.

Demmke (2004) exposes that many states promote and implement new values such as innovation, efficiency and quality and, several traditional administration values still hold their own. Values such as neutrality, respect for the rule of law, confidentiality, impartiality and avoidance of conflicts of interests have survived the changes in the recent decades. Today's civil servants have to heed more values than they ever had to in the past and should in consequence also be better trained to face the increasing amount of everyday dilemmas.

According to Demmke (ibid.) civil servants are increasingly coming across clashes between competing values and job demands. They are faced with pressures on a more managerial approach, which stresses innovation, efficiency and goal orientation on the one hand and with a culture of officials, which stresses legality, fairness, punctually closed administrative procedures and the rule of law on the other. Today's governments of the majority of the European Union (EU) member states are increasing their focus on common social standards and values. Besides, the increasing discretion powers of administrative bodies, changes in administrative relations and a stress on interactive formation of policies also increased the individual responsibility of civil servants (Krekel, 2005).

Another dilemma presented itself in the form of how to face the everyday pressures and conditions of the job. Pressured by the need to achieve results, a civil servant could fall into temptation to eschew a certain rule that could be arbitrary or unnecessary. Should such pressures at work increase, the danger of unethical and even illegal actions increases as well (Žurga, 2006).

Several authors recognize and report about conflicting public values in the work of public employees (Demmke, 2004; Krekel, 2005), or the level of top public executives (Steen, Weske, 2016; Dwivedi, William, 2011) talk about ethical deficit in respect to integrity. In respect to integrity, Demmke (2004) defines the following common European integrity principles: *Commitment to the public; Integrity, honesty and fairness; Independence (and objectivity); Competence and responsibility; Openness and transparency*. However, he writes that a common understanding of these principles does not necessarily exist in EU member states.

Changing values in public administration also reflect in the norms and legislation at national and supranational level. The public must have confidence in public administration, in accordance with the rule of law and democratic frameworks. This is the reason why the reliability of public administration can only be guaranteed if the principles of functioning are explicitly stated and known to all involved. It is interesting to see how the shift from public administration towards public management resulted in gradual development of the right to good administration.

2.2. Right to good administration

The government and its administration as the executive branch wield considerable powers in society. They hold a monopoly in numerous areas, ranging from classical monopoly on the use of force and the power to control the society and ensure services.

Consequently, the individual is in a subordinate position towards the government and the executive branch. However, the attitude between the state and its citizens has changed considerably, with Pusić (1995:36-37) stating that the attitude of the citizens towards the government and the public sector is no longer that of a serf. Citizens enter into different relationships with the organisations in PA and wider in the public sector, namely as voters, producers, consumers, users, patients,

clients and so on. Every role is specifically regulated and in every role the citizens dispose with the legislative means for enforcing or maintaining their interests related to limitations, encroachments and other abuses of their rights. Oosting (2003) believes that the power of the government sets the level of importance to the question if and how this power is accepted in the society. This is an issue of legitimacy, i.e. the transformation of power into authority.

The solution for an unregulated and unmonitored public power and the issue of legitimacy is the rule of law. And, the means for implementing the rule of law is good administration. The concept of good administration can be seen as an umbrella concept, which includes an assortment of specific demands, which give their own contribution to the rule of law and promote the legitimacy of the government and its decisions. Each of these demands presents a guideline for modern administration and if the administration fulfils them, it can truly be labelled as a good administration.

The right to good administration is defined as a basic right, if set in the constitutional provisions of a state (Kieres, 2003). Oosting (2003) says that one of the characteristics of modern governance is the government's obligation for respecting, safeguarding and fulfilling human rights.

Human rights developed in their own right, a development, which also influenced the functions of states to allow them to guarantee and implement these rights in its economic, social and cultural policies. The present, especially the relatively harsh economic environment, demands that governments of welfare states find new relations between political ambition and budget limitations, as the latter could result in a lack of adequate budget means for fulfilling the entire scope of human rights as an element of the rule of law. Regardless of budget constraints, these obligations remain fundamental for government policies and have to be realised to the fullest possible extent with the available resources.

Oosting (2003) states three main functions of a modern state:

- To maintain the state's integrity, its territory and interests, to guarantee and maintain public order and peace, to guarantee security;
- To direct and supervise the future development of a society;
- To ensure public services.

Good administration involves a comprehensive scope of the activities of public administration on the general and specific levels and in its written decisions. The starting point for public administration in its subservience to the rule of law through good administration is its duty to abide by the law and the limits of its powers, as defined in the Constitution and not to abuse this power for other aims, including for personal ones.

According to Oosting (ibid.), good administration implies the following demands for public administration:

(a) Regarding the *positions, behaviour and communication* of a civil servant towards individuals:

- Positions: impartialness, objectivity, avoiding prejudices;
- Behaviour: friendliness and readiness to help, giving adequate attention, transparency and accessibility;

- Communication: understandable language and form through documents that can be understood by individuals for whom they are intended; to give necessary information; provide access to issues and other relevant documents; to issue notification of reception; to give suitable information on the right to a complaint;
- (b) Regarding the *contents* of decision making:
 - Respect the principle of equal treatment for issues, avoiding discrimination;
 - Respect the principle of legal certainty and foresight in order to meet legitimate expectations;
 - Consistency, avoiding arbitrary decisions, meeting demands regarding fairness, proportionality;
- (c) Regarding the decision making *process*:
 - Formulate decisions: giving reasons;
 - Draft decisions: hearing/listening to interested parties; suitable inspection/investigation of all relevant circumstances;
 - Time component of decision making: with necessary speed and within reasonable time frames.

Good administration is a dynamic concept that has and will most likely continue to develop in relation to the development of the environment a public administration operates in. According to Niewiadomski (2003), the right to good administration has become a standard. After being an appeal not a long time ago it has become the norm. The regulations that concern the structure and principles of managing public administration in the Council of Europe and the EU member states fall under the dominion of national governments. However, documents which address the common values of civil servants in the abovementioned countries and in international institutions were drafted on the international level. Also drafted was the division of powers among European, national, local and regional bodies.

The right to good administration is based in the EU Charter of Fundamental Rights that was signed and declared in December 2000 in Nice (Article 41). The European Human Rights Ombudsman issued the Code of Good Administrative Behaviour, which was adopted by the European Parliament in 2001. In 2012, the code was renewed. The public service principles that should guide EU civil servants according to the European Ombudsman are:

1. Commitment to the European Union and its citizens
2. Integrity
3. Objectivity
4. Respect for others
5. Transparency

Following these basic principles, the European Code of Good Administrative Behaviour contains provisions on general principles of good administrative behaviour which apply to all relations of the institutions and their administrations with the public. The general principles of good administrative behaviour are: *Law fullness, Absence of discrimination, Proportionality, Absence of abuse of power, Impartiality and independence, Objectivity, Legitimate expectations, consistency, and advice, Fairness, Courtesy, Reply to letters in the language of the citizen, Acknowledgement of receipt and indication of the competent official, Obligation to transfer to the competent service of the institution, Right to be heard and to make statements, Reasonable time-limit for taking decisions, Duty to state the grounds of decisions, Indication of appeal possibilities, Notification of the decision, Data protection, Requests for information, Requests for public access to documents, Requests for public access to documents, Requests for public access to documents, Right to complain to the European Ombudsman, Review of operation.* Implementing the right to good administration is not only a legal challenge, but to a large extent also a managerial one. It goes undisputed that new challenges faced by the governments, and new public policies will impact the further development of the right to good administration.

2.3. Researches regarding public values and their development

Several researches have been performed in respect to public values, investigating different aspects of public values, and addressing their present and future use. In Ireland, state administration (civil service) is one of public institutions with the highest level of trust. To get deepened insight in contemporary and future values in Irish administration, a series of workshops with high public employees in state and local administration were performed in 2007. In Table 1, results for four areas are presented: Most commonly identified values (1), How are values devoted and transmitted (2), Drivers for change in values (3) and, Future values (4). Research showed that values most commonly associated with public serves are: honesty and integrity, impartiality, respect for the law, respect for persons, diligence, economy and effectiveness, responsiveness and, accountability (MacCarthaigh, 2008). MacCarthaigh reports of number of dynamics challenging traditional values in the public service. These include new modes of governance and the fragmentation of authority, market-based reforms (such as New Public Management), politicisation and political expectations, the growth in the use of agencies, decentralisation or relocation, changes in human resource management and recruitment, and the advent of new technologies and methods of information sharing.

Table 1. Present and future values seen by Irish state and local administration employees

State administration		Local administration
<i>Workshop I</i>	<i>Workshop II</i>	
1. Most commonly identified values		
<ul style="list-style-type: none"> • Honesty • Impartiality • Integrity • Fairness • Loyalty • Quality Service • Collegiality • Flexibility • Commitment to the citizen 	<ul style="list-style-type: none"> • Honesty • Impartiality • Integrity • Fairness • Accountability • Legality • Neutrality • Speed (of service delivery) • Value for Money Leadership 	<ul style="list-style-type: none"> • Honesty • Impartiality • Integrity • Fairness • Accountability • Legality • Neutrality • Loyalty (to local area) • Equity • Public Value • Reputation
2. How are values devoted and transmitted		
<ul style="list-style-type: none"> • Social/cultural norms • Personal values • Contact with colleagues • Corporate culture/ethos of organisation • Legislation and legislative changes • Politicians 	<ul style="list-style-type: none"> • Learned through ‘osmosis’ • Codes of Conduct/Rules/Procedures • Line Managers • Legislation • External monitors/oversight bodies • Politicians 	<ul style="list-style-type: none"> • Personal Values • Work environment • Leaders/Managers • Line managers • Through ‘osmosis’ • Informal methods • Induction courses • Formal methods (e.g. corporate plan) • Internal communications
3. Drivers for changes in values		
<ul style="list-style-type: none"> • Public service reforms • Less emphasis on precedent • Greater political expectations • Legislative change 	<ul style="list-style-type: none"> • Social change • Greater political expectations • EU (for some Departments) • Social Partnership • Expectations of new recruits • Focus on needs of individual public servants 	<ul style="list-style-type: none"> • Shift to ‘governance’ • Social inclusion agenda • Greater public expectations • Avoidance of risk culture • Focus on needs of individual public servants • Import of private sector management practices • EU and domestic legislative changes • Legal liability
4. Future values		
<ul style="list-style-type: none"> • Flexibility • Innovation • Impartiality • Efficiency • Decisiveness • Specialisation • Leadership 	<ul style="list-style-type: none"> • Flexibility • Innovation • Risk-taking 	<ul style="list-style-type: none"> • Integrity • Impartiality • Fairness • Honesty • Accountability • Legality • Neutrality

(Source: MacCarthaigh, 2008, pp. 41-47)

Brčić and Vuković (2011) performed a research on values in Croatian public administration, investigating ‘old’ and ‘new’ values. They connect the ‘old’ values more to values in PA organizations whereas the ‘new’ values indicate personal work values in respect to work in PA. In the context of the research performed the two types of values complement.

Table 2. Organizational values ranking in Croatian public administration

Rank	Organizational value
1	Reliability
2	Legality
3	Responsibility
4	Competence
5	Work results

(Source: Brčić&Vuković, 2011, p. 61)

Table 3. Individual work values ranking in Croatian public administration

Rank	Individual value
1	Competence
2	Fairness
3	Autonomy
4	Personal behaviour
5	Objectivity

(Source: Brčić&Vuković, 2011, p. 66)

The authoresses pointed out several interesting conclusions. *Competence* as organizational value is ranked at fourth place and as individual work value, it is recognized as the most important one. This leads to a conclusion that in Croatian PA exist professional potentials that are not fully used. It may also be concluded from this research that the existing organizational values in the Croatian public administration provide hindrance to efficient work of public administration employees. Another important conclusion of the research conducted was that the research results have indicated some non-transparency of organizational values (ibid.).

Between 2010 and 2014, the COCOPS research - Coordinating for Cohesion in the Public Sector of the Future - was conducted. The COCOPS project was founded by the European Commission’s 7th Framework Programme, and was set up by a consortium of 11 European Universities and research institutions. 6701 top public sector executives were surveyed, from 17 European countries: Austria, Denmark, Estonia, Finland, France, Germany, Hungary, Ireland, Italy, Lithuania, The Netherlands, Norway, Portugal, Serbia, Spain, Sweden, UK (Hammerschmid, Van de Walle, Andrews & Bezes, 2016).

One of the questions that top public executives were asked within the research was:

“How important do you personally think it is in a job to have: interesting work, high income, opportunities to help other people, workplace security, room to work independently, good opportunity for advancement, doing something that is useful to society, independence in deciding the times of the day when I work and status.” (Steen & Weske). As a result of analysis three factors were identified and labelled as extrinsic motivation, public service motivation and, intrinsic motivation. Results in this respect are illustrated in the Table 4.

Table 4. What motivates European top public executives?

	Extrinsic motivation	Public service motivation	Intrinsic motivation
<i>Nature</i>	Related to more contextual elements, such as pay or job security.	Related to predispositions of an individual to address motives characteristic for public organizations.	Related to content of job and task, such as job variety.
<i>Influence on / Contributes to</i>	Un-satisfaction		Motivation and satisfaction
<i>Work values</i>	High income Job security Opportunities for promotion Status	Opportunities to help others Useful for society	Interesting work Room to make decisions Flexible working hours

(Source: Steen & Weske, 2016, pp. 31-32)

Results show that top public executives are motivated more by intrinsic elements rather by extrinsic elements. The data also show a high level of entrepreneurial potential and focus on achievements. As indicated already, public values may be also competing. Within the COCOPS study following opposite values were explored with top public service executives, and compared cross countries. Pairs of opposite values were (Steen & Weske, 2016, pp. 29-30): *Quality vs Efficiency*; *Equity vs Efficiency*; *Following rules vs Achieving results*; *Citizen orientation vs Customer focus*; *State provision vs Market provision*; *Tax financed vs User fees*. The research showed tendency towards more hierarchical values with one exception, namely with *Following rules vs Achieving results*. Here, the respondents expressed a tendency towards more market goal of achieving results. As argued by the authors (ibid, p. 29) “effectiveness is not only a prominent market value but /.../ also a lead value for bureaucracy”. It is important to mention that the COCOPS study revealed also several cultural differences across 17 countries included. One issue in this respect is also meaning of values between countries. However, for all respondents it is evident that new roles and new trends in public service delivery do not neglect old roles and values. The research shows that they try to find a balance between hierarchical and market values. One of implication of gathering views of top public executives is that actual views of public employees who are at decision-making and steering positions in PA are captured. As mentioned earlier, those positions are close to political management yet being (more or less) a-political. It is expected that top public executives are “reliable, experienced, and well placed for an overview of the organizational performance” (Van de Walle, Hammerschmid, Oprisor, Štimac, 2016).

3. Values and competences for public administration now and in the future

According to Dwivedi and William (2011) in the 21st century in respect to PA there will be more demand for better accountability, clean government and transparency, ethical behaviour, and service dedicated to the public.

Ergun (2011) talks about the “‘quantum age’ which will be characterized by uncertainty and need to take risks”; he exposes creative and un-linear thinking, and value of knowledge.

Rosenbaum (2011) writes about “post-governance era” that will require “a strong and vibrant public sector which in return can create the legal and physical infrastructure that the private sector especially requires”. According to Rosenbaum, public employees in post-governance era will have to be more sensitive to many issues, as tasks of public administration will be much more complicated as in the “governance” era. Additionally, he argues that public administration “will remain the critical foundation upon which good government must rest and upon which “good society” is built.

Undoubtedly, roles of public employees will become more complex and demanding. Several authors recognize importance of training and development of competences of public employees. Training institutions will have to be capable to raise their standards, improve their programmes, and have “a proactive role in promoting the development and assessing new needs in terms of recruitment and training even before administrations themselves” (Termini, Mattarella & Pizzicannella, 2011).

Motivating professional public servants to be innovative also requires that they have the right skills to apply to the problems they are being asked to solve. Employees who feel less capable to complete tasks will be less motivated to undertake them, while those with new skills will be keen to put them to use.

In respect to leaders, a recent report by the EC Expert Group on Public Sector Innovation (as cited in Daglio, Gerson, & Kitchen, 2014) suggests that the public leader of the future will need to strike a new balance “between administration, stability and predictability on the one hand, and leadership, change and innovation on the other. According to Kuperus & Rode (2016), the leaders are accountable for ‘good governance’, permanent modernisation and improvement of the public administration and implementation of the government’s reform policies.

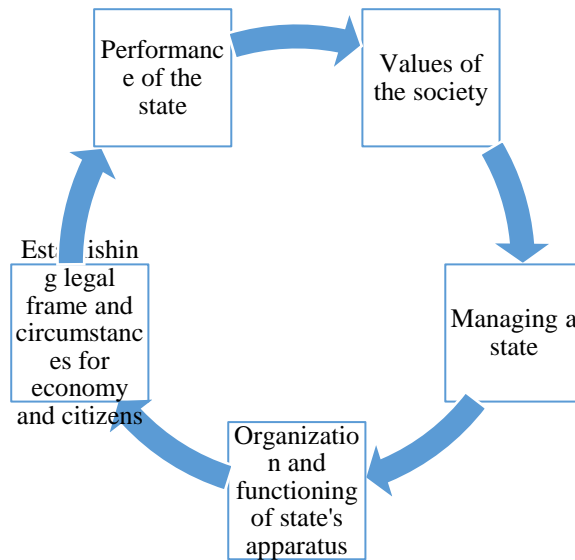
In making a synthesis on further development of public values we lean on three basic presumptions:

- (1) Values that will be needed in the future are not a result of revolution, but rather of evolution of values.
- (2) Evolution of values has to be part of a sound (public and organizational) management.
- (3) Strategic management processes have to be well managed, periodically repeated and evaluated. Continuous adjustments of strategic plans at all levels are part of that process.

If we position values in the logical framework of functioning of a state we see that *vales* occur twice (Figure 2). First: societal values impact the way how state

is governed by its political management and democratic processes of decision making. And secondly, values are incorporated in the way how administration of a state is managed and how it functions.

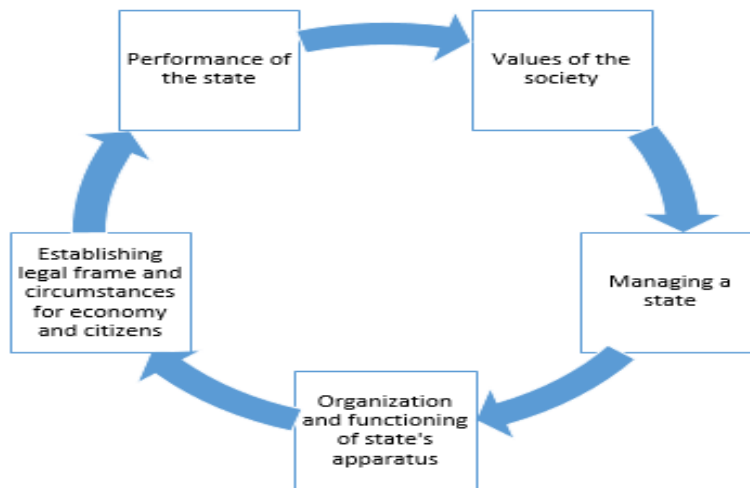
Figure 2. Positioning values in functioning of a state – logical framework



(Source: Author)

For the latter – and this is illustrated by Figure 3 – values in respect to functioning and development of PA are to be considered, managed and developed.

Figure 3. Positioning values in functioning of a state – present and future values and competences of public employees



(Source: Author)

If we want to have a sustainable public administration then values have to address present functioning of PA as well as drive and enable functioning of PA in the future. To achieve this, not only values have to be defined and promoted but also competences that PA needs now, for present functioning of PA and for its development, and competences that PA will need in the future.

Only that way a state may assure SPA that is capable of supporting its political management in a way that contributes to competitiveness of national economy and wellbeing of its citizens.

4. Discussion and conclusions

It is not our intention to discuss possible future development of public administration exhaustively. The illustrations given clearly show that demands towards public administrations and public employees will increase. The very first implication of this is that public administrations will have to increase their capacity to address critical problems what will require and include also change in values – those of a system, of a PA organization and of public employees. As seen at that point of time, possible direction can be establishing a sustainable public administration that will serve as a mechanism to achieve stability and equilibrium between incremental (minor) and structural (major) changes in the PA system. On the case of SPA model it is evident that values towards increased flexibility, creativity, innovation, risk taking and responsibility will have to be strengthen. If only some decades ago employment in PA was seen as very safe, required no exposing but following orders of superiors, and was paid accordingly, situation in the future will be quite different: public employees will have to be managers rather than administrators, will have to make decisions and take risk, will have to have knowledge and expertise, and to be creative.

Values are part of organizational culture. They are a kind of indication what organization wants to be or achieve (Mesner, Andolšek, 1995). Values have important role in organizational changes. As contemporary PAs strive to be sustainable, it is in their essence to incorporate change in its functioning nowadays and in the future. Therefore if we want that changes become part of organizational culture then we have to have also values that mean or implicate changes, e.g. innovation, learning, continuous improvement.

Another important aspect when speaking of innovation and fostering innovation in PA is connected to possible change of leadership tasks. Namely, with innovation change does not come necessary from the top. It is in the nature of innovation that we want to mobilize brode(r) capacities in PA organizations. Besides, change in leadership, leadership style, competences that leaders will have to have to cope with innovative environment in PA will be required. As reported in the OECD study (Daglio, Gerson, & Kitchen, 2014), many public sector organisations are beginning to include innovation or innovation-related competencies in their competency frameworks.

Important point of discussion is *how to install values in the public service*. We have to understand that values have to be installed at all levels. At the centre, there are core public values that underline values of the society and values at other levels. Their main characteristic is that they change rarely and that are incorporated in legislation of the state, or even in the constitution.

And then, when speaking of values in public administration we have to mention two levels: level where political management meets PA level and, PA organizations' level. We expose political management level as in many countries level between political management and managerial positions in PA is not very clear. Usually, it is not a line but area between them (narrower or wider). Therefore, credibility of them both is very important. And, credibility at that level is described with compliance of words and actions ("Do what you say"). It is not surprising that in some countries there exist ethical codes at political management level. For facing the challenges of tomorrow, training at all levels is of a crucial importance.

5. Areas for further investigation and research

Investigating public values, their installation, changes and development is in fact never ending story. This area of scientific interest will undoubtedly have its upgrade through different researches, and also through connecting different scientific disciplines. It is not our intention to offer a comprehensive list of possible areas for further investigation but to draw attention to some interesting points. First, the changing nature of public values. This offers possibilities to investigate different levels, i.e. organizational, local, national and even supranational level, or nature of different public services and its influence on the manner how they are being executed. If *change* occurs as a value how this affects traditional values and those values that are safeguarded by the law? Second area worth to mention is investigating competences that are needed for installing individual (future) value or a set of complementary values into functioning of public administration. Several researches reveal that also existing or desired values need strong support for developing not only right competencies for their installation but also for developing circumstances at leadership level, both managerial and political. *Innovation* as a value can serve as an example for this. Last but not least, is there a convergence in understanding or, sharing values among countries (e.g. between EU member states), or hierarchical levels across countries? What is a role of tradition and culture, or type of democracy, or national (management) style in this?

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Appendix

Public values: categories and value sets

Public sector's contribution to society	
Common good	Public interest Social cohesion
Altruism	Human dignity
Sustainability	Voice of the future
Regime dignity	Regime stability
<i>Transformation of interests to decisions</i>	
Majority rule	Democracy Will of the people Collective choice
User democracy	Local governance Citizen involvement
Protection of minorities	Protection of individual rights
<i>Relationship between public administrators and politicians</i>	
Political loyalty	Accountability Responsiveness
<i>Relationship between public administrators and their environment</i>	
Openness–secrecy	Responsiveness Listening to public opinion
Advocacy–neutrality	Compromise Balancing of interests
Competitiveness–cooperativeness	Stakeholder or shareholder value
<i>Intra-organizational aspects of public administration</i>	
Robustness	Adaptability Stability Reliability Timeliness
Innovation	Enthusiasm Risk readiness
Productivity	Effectiveness Parsimony Business-like approach
Self-development of employees	Good working environment
<i>Behaviour of public-sector employees</i>	
Accountability	Professionalism Honesty Moral standards Ethical consciousness Integrity
<i>Relationship between public administration and the citizens</i>	
Legality	Protection of rights of the individual Equal treatment Rule of law Justice

Equity	Reasonableness Fairness Professionalism
Dialogue	Responsiveness User democracy Citizen involvement Citizen's self-development
User orientation	Timeliness Friendliness

(Source: Beck Jørgensen, & Bozeman, 2007, pp. 360-361)