

**ŠIAULIAI UNIVERSITY,  
FACULTY OF SOCIAL SCIENCES, HUMANITIES AND ARTS  
DEPARTMENT OF PUBLIC ADMINISTRATION**

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**NEW PUBLIC MANAGEMENT PRINCIPLES AIMED TO  
ENHANCE THE EFFICIENCY AND TRANSPARENCY  
IN PUBLIC PROCUREMENTS**

Master's thesis

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Social sciences, Public administration (N700)

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I confirm that presented Master's thesis to obtain qualification degree in Public Administration is original author's work.

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(Student's signature)

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## CONTENT

Abstract  
Definitions  
List of Tables  
List of Figures

INTRODUCTION .....	10
1. Theoretical Frame .....	14
1.1. The Concept of New Public Management .....	15
1.1.1 Public Choice Theory .....	19
1.1.2 Principal-Agent Theory .....	21
1.1.3 Managerialism.....	24
1.2 New Public Management Principles .....	25
1.2.1 Transition of Assumptions and definitions of new public management .....	27
1.2.2 Overview of State Public Sector Failures.....	32
1.2.3 Review of the Conception of Efficiency and Transparency.....	34
1.3 The concept of Public Procurement .....	36
1.3.1 Overview.....	38
1.3.2 Management of Public Procurements .....	39
1.3.3 Corruption and Bureaucratic Behaviors.....	42
2. RESEARCH METHODOLOGY.....	48
2.1 Theoretical background of research.....	48
2.2 Methods of Research.....	49
2.3 Definition of exploratory areas and Instruments of the reserach.....	51
2.4 Strategy plan of the research.....	55
2.6 Result Analysis .....	57
3. PUBLIC PROCUREMENTS PROCEDURES IN LITHUANIA AND SWEDEN.....	58
3.1 Comparative analysis of the characteristics of public procurements in the municipalities of Vilnius and Stockholm . .....	59
3.2 Public Procurements Review and Remedies Systems in Lithuania and Sweden .....	65
3.3 EU guidelines and directives upon the national public procurement systems of Sweden and Lithuania .....	70
4. NEW PUBLIC MANAGEMENT PRINCIPLES AND INSTRUMENTS IN PUBLIC PROCUREMENTS IN STOCKHOLM AND VILNIUS MUNICIPALITIES.....	74
4.1 Current Scope of New Public Management Principles.....	75
4.1.1 Review of the Most Successful Improvements.....	76
4.1.2 Current Public Management Techniques and Approaches.....	78
4.1.3 Review of Obstacles and Constraints for Better Public Management.....	83

4.2 Findings of perception and acceptance of new public management principles in Public Procurement .....	87
FINDINGS AND CONCLUSIONS.....	90
RECOMMENDATIONS.....	93
REFERENCES.....	94
APPENDIX(ES) .....	101

## **ABSTRACT**

This Masters thesis deals with the analysis of the conception and implementation of the new public management principles within the public procurement procedures in Lithuania and Sweden. Moreover, this thesis has the intention to explore and analyze the scenarios of public procurement within the selected EU Member states, this in terms of its scope and the inclusion of new public management doctrines within the execution of those procedures.

In the first part, the theoretical section, relates towards the framework of the new public management concept. Likewise, this section analyses the characteristics of the 7 principles exposed by the NPM trend, while covering the main features around the current scenarios of public procurement. Moreover, the empirical structure selected within this research was framed within the application of document analysis, interviews and finally, surveys, the latter, under the figure of pilot test. The data was gathered from public servants of municipalities and administrative districts of Sweden and Lithuania.

On the basis of the results of this research, the present paper concluded that if well, is possible to perceive an important degree of inclusion of new public management principles within the public procurement procedures in the selected samples; aimed mainly, towards the achieving of a more efficient and transparent management, that fits with the needs of the citizens. Either or not, from external or internal initiatives, and with a degree of implication in the restructuring and redefinition of the manner how are managed the public organizations, there is still a blurry picture towards the true potential implementation of these doctrines within the enhance of these scenarios.

## DEFINITIONS

- **Public Procurement:**  
Public procurement refers to the process by which public authorities, such as government departments or local authorities, purchase work, goods or services from companies. **(European Commission 2016)**
- **Public Administration**  
The public body that has received from the political power the competence and the means necessary to satisfy the general interests.  
**(Fraga, Gabino, 1997)**
- **New Public Management (NPM)**  
Public management system with greater emphasis towards the applicability of ideas, mechanism and techniques from private sector in order to implement them within public institutions.  
**(Hood 1991, Politt 2000 )**
- **Efficiency:**  
Efficiency is the extent to which an activity achieves its goal whilst minimising resource usage. **(Quality Research International)**
- **Transparency**  
Is a manifestation and a typical requirement of democratic systems, that have as objective, the submission to public scrutiny of the activities and results of the various state powers. **(Navarro, Fidela 2003)**
- **Concession**  
It is a kind of partnership (granted) between the public sector and a (usually) private company that has shown its added value in a specific area that affects EU citizens' quality of life.  
**(European Commission 2016)**
- **Decentralization**  
Transfer of responsibility for planning, management, and resource-raising and allocation from the central government to (a) field units of central government ministries or agencies; (b) subordinate units or levels of government; (c) semi-autonomous public authorities or corporations.... **(Rondinelli, et al.1981)**

## LIST OF TABLES

<b>Table 2.2:</b> Doctrine of New Public Management (Hood, 1991-1994) .....	<b>27</b>
<b>Table 2.3:</b> Objectives of Public Procurement Systems .....	<b>40</b>
<b>Table 2.4:</b> Research Instruments.....	<b>54</b>
<b>Table 3.1:</b> Areas of Transposition of Law .....	<b>59</b>
<b>Table 3.1.1</b> Infringement Areas.....	<b>60</b>
<b>Table 3.1.2</b> Public Procurement Size.....	<b>62</b>
<b>Table 3.1.3</b> Public Procurement Indicators.....	<b>63</b>



## LIST OF FIGURES

<b>Figure 1.1:</b> From Traditional Public Administration to New Public Management.....	17
<b>Figure 2.3</b> Seven Stages Framework for Public Procurement.....	41
<b>Figure 2.3.1</b> Causes and Effects of Bureaucracy.....	46
<b>Figure 2.5</b> Research Plan.....	56
<b>Figure 4.1.1</b> Perceptual Map of Label categories.....	72
<b>Figure 4.1.1.1</b> Areas with most successful improvement .....	75
<b>Figure 4.1.2</b> Management Approach.....	77
<b>Figure 4.1.2.1</b> Incursion of Private Management Practices.....	78
<b>Figure 4.1.2.2</b> Decentralization Effects.....	79
<b>Figure 4.1.3</b> Barriers for the Implementation of Public Management Practices.....	81
<b>Figure 4.1.3.1</b> Relevance areas of better management of public procurement.....	82
<b>Figure 4.1.3.2</b> Citizens Involvement.....	83

## INTRODUCTION

**Background:** The Public Sector has been undergoing huge transformations during the last three decades in every country around the world, this, due to articulated pressures, such as, the yearned better government performance, socio-economic stability, proper decision-making of public spending; the unavoidable process of globalization and finally the public hostility, this latter, towards the reinvention of the role and scope of the public institutions. Furthermore, other relevant and determinant pressure to take into account within main causal forces of this process, is the implementation and influence of the information and communication technologies (ICT); This due to, there has not been any doubt regarding the veracity that, in every stage of the public administration, it has been an useful element in the understanding of the potential correlation between the traditional public management mechanisms and the poor performance in public procedures by the public sector.

The incursion of private management practices within the scenario of public sector is still highly debatable and investigated among scholars, politicians and managers. If well, since 3 decades ago, the public reforms, such as the new public management among others, have defined, basically, a set of efforts and contributions towards the re-definition and restructuring of the public management approach within the public institutions, highly accompanied by mechanisms and tools from the private sector. (Nick Manning 2001). In that way, the current public management is within a framework of constant pressures to improve its model. This, through the generation of better outcomes (Pollitt, C. 2002). New Public management have been framed across the time, under the framework of greater competition among public organizations, better resources management, performance measurement and the last, orientation towards the results (Rhys Andrews & Steven Van de Walle 2013). In the same way, the model of new public management, and its contributions through the principles exposed, had been granted as a fundamental driver in the improvement of public management.

**Research Problem:** Even though, the traditional concepts and methods of public administration have been transformed in all its form, towards a better stage, towards a yearned improvement, but in a lower rhythm in contrast with the speed-rhythm of socio-economic global challenges. Moreover, unfortunately, nowadays is clear recognize, that within the public sector, still there is a percentage of inefficient bureaucratic behavior,

supporting by the use of old mechanisms-tools; but as well there is a path for improvement in order to make public outputs more efficient, transparent, cost-effective and beneficial for all stakeholders. (Yamamoto, 2003)

Hence, the research paper is addressed to clarify the context of the new public management principles and to highlight its notable implications for a more efficient and transparent public procurement procedures; this in response of the increasing awareness of the society, regarding with the demand of transparent functioning of governments, that have to be reflected for instance, in the improve of the liability concept or simply by leading to emergence of better alternative forms of service delivery (Nick Manning 2001). Factors like centralized bureaucracies, inefficiency in resource management and inadequate mechanisms of accountability, are some of the problems which the new public management is trying to deal and solve. The new public management is conceived as 'administrative argument' and also as 'administrative philosophy' (Hood, 1991) doing emphasis in “outputs” rather than the “inputs”, it is used to contribute to a more efficient administrative body, as a whole, in particular and especially, to determine an awareness to the importance of the needs of citizen-customers. (Hughes, 1998)

### **Research Questions:**

Whereby, the need to reform the public administration in general, across the world, as part of the whole internal structural problems, should not wait for a transformation; therefore, it denotes the suitable opportunity for the introduction of new public management principles and its mechanisms. Following this line, through this research paper, the aim is to elaborate through a set of approaches and methods, the most reliable answers for the three main research questions announced below.

1. What sort of management principles are being used nowadays in Public Procurements?
2. What is the level of acceptance of new public management principles in Public Procurements?
3. What are the impacts of new public management principles in the efficiency and transparency of public procurement ?

**Research object:** The implication and role of new public management principles towards the perception of efficiency and transparency in public procurements

**Research Intention:**

Due to the lack of research or basically the scarcely studied efforts within the context and scope of public procurements around the public management field; I found interesting and relevant the fact to investigate and analyze the direct and indirect implication of the new public management principles framework, its mechanism and tools within the scenario of public procurement procedures. In the way, to recognize the potential contributions into the improvement of these.

**Research aim:** To reveal the current conception and implementation of "new public management principles" within the public procurement procedures, through of analysis of the level of transparency and efficiency within the procedures and results of those procedures

**Research Tasks:** To achieve this aim the following objectives have been set:

- To identify the concepts of new public management principles within the stages of public procurements.
- To establish the new public management principles in order to increase the efficiency and transparency of procedures of public procurements.
- To reveal the cohesive correlation between the lack of new public management principles with bureaucratic and corrupt behavior.
- To determine the perceived level of efficiency and transparency in the "outputs" of public procurements nowadays.
- To describe the acceptance of these principles in a form of "efficiency and transparency" within the procedures of public procurements

**Research Methods:** Use of mixed methods, due to my pretension to looking for the understanding of the complex functioning of the public procurements, gathering evidence based on the nature of the theoretical and practical assumptions, as a consolidation roots of this sector. Therefore the selection of both methods, quantitative and qualitative is with the idea to join the strengths of each method to answer research questions in the most credible and truthful way.

Hence, the allocation of the Mixed methods approach in my research, then, will be, addressed in first part with the collection of qualitative data from interviews, into municipalities and administrative districts of Sweden and Lithuania, in response of the second research question,

likewise, within this section, there is a scientific support with the development of 2 more interviews in different countries, in the way to obtain a robust argument and perspective; and in the other side, through quantitative evidence from the tool of surveys, as a pilot test, would be addressed to get data aimed to answer the first research question. Finally, for the last research question will be across of the use of Document Analysis as a reference frameworks from theoretical of the behavior within this stage.

**Research Theoretical and Practical Significance:** The practical value of the present work is that will bring together an analysis of comparison between two countries and the types of managing of public procurements within the public sector. Likewise, I believe this research can be helpful to local authorities or development agencies in South America countries, in the way to generate a reference framework regarding the mechanism and actios taken within the public sector in two developed countries of Europe. I am also specially committed to sharing the results of my research with students who are interested in conducting research projects concerning to the complex environment of public procurement or in general the public sector, due to I believe will be enough useful.

**Key Words:** New Public Management, Public Procurements, Efficiency, Public Sector, Transparency, Public Institutions,

## 1. Theoretical Frame

When the context of new public management comes into consideration on matters of public administration, the first step to move forward is defining its origins and scope, what isn't easy itself. This due to the complex structure of its backbone. Moreover, its possible to give start, through the foundational research paper "A Public Management For All Seasons?" widely considered as the key source on New Public Management, developed by Christopher Hood (1991). Within that research, Christopher Hood highlight the origin of NPM, through the marriage of two different streams of ideas; the new institutional economics and managerialism. (Hood 1991, P.5-6)

In firts hand, the new institutional economics, was built mainly in the lines of Public Choice Theory and Principal-Agent Theory; theories developed in previous research efforts of Arrow (1963) and Niskanen's (1971). Likewise, the ideas of user choice, control, incentive structures and transparency exposed by Hood, define the suitable scenario to pursue administrative reform doctrines. Moreover, the emphasys in the role of competition and disaggregation of public bureaucracies, can be stated as key doctrines of this firts partner. (Hood, 1991).

In the other hand, the second partner defined by Hood, the managerialism, focused mainly through the use of techiniques and tools from private management, also the importance of available freedom's scenarios for managers (with high level of discretion), in order to achieve better intititional performance; through the implementation of proper performance and outputs measurements. (Hood, 1991 and Pollitt, 1990)

Hence, within the part that comes next, will be further analyzed in detail, each of these theories, through a theoretical structure established by acquiring valuable information from recent literature, previous researches within the subject line and finally, academic journals from well-know academic databases.

## **1.1. The Concept of New Public Management**

Undoubtedly, the context of new public management has been a common source of analysis and debate within the public administration, more deeply within the line of public management. Accordingly, the reforms driven by the trend of new public management over the time became an important international approach in the fields previously mentioned with an incursion in all kind of public organizations (Hood, 1991, 2000; Lodge, 2004). Basically, the new public management trend was taken deep and strong roots in the mid-1980s in some OECD countries such as, United States, New Zealand, United Kingdom and finally Scandinavian countries. Those that noticed the need, for a better approach that moves towards an efficient public management scenario; an approach that had would respond to the deep inadequacies of the traditional model of administration (Owen. E, Hughes 2003).

In addition, the theoretical foundations of new public management, lay in first hand, within the concepts of public choice theory and principal-agent theory, columns, that have been established to search for an administrative/management restructuring, through factors such as the open competition, the transparency and control. In the other hand, new public management lies on the line of managerialism.(Dunleavy and Hood, 1994; McCourt, 2013). Therefore, this dual foundation defines a complex scenario, characterized by a particular scope and a wide range of factors. Moreover, is important to stand out the assumption, that new public management is commonly perceived in public administration field, as set of practices, mechanisms and tools, targeted mainly to improve the processes and stages of public sector performance. Its worth mentioning, as well, that this frame of performance of NPM is behind the fact to develop an efficient resources management (inputs) and finally a better stage of outputs delivery, what at the end, citizens are expecting for it.

According to Hood (1991), the context behind the NPM trend is through the consideration of two sets of argumentative patterns or roots; In first hand, is taken into consideration, the stages around new institutional economies, specifically the concepts of public choice theory and principal-agent theory. On the same line, when we analyzed more inwardly the doctrines of institutional economics, is undoubtedly necessary, highlight the context of more actors/players into a framework of purely competition, as a clue path of improvement. Evenly, when referring to this mechanism, is necessary addressed the possibility to have a stage of progressive breakdown of public bureaucracy; being this factor of bureaucracy, one of the main criticism of the public institutional behaviors; one that makes move away from the desirable performance of public sector organizations. Likewise, some

scholars argument and support the idea that the new institutional economics offer to public managers, and in general to public institutions, adequate guidelines and necessary tools for a better organizational performance. Those, more than necessary and yearned, in order to deal with the perceived complex escenarios within the public sector. (K. Scism, 2005).

In the second hand, the concept of managerialism appears as an argumentative line; this one, is defined merely in the tradition of scientific management, and characterized by the fact, that expertise is viewed less important than the professional management (Hood, 1991; K. Scism, 2005).

Otherwise, the trend of NPM is also allocated within two performance lines; first of all, through the consideration that, the suitable and proper resources allocator is the market itself, with a greater intervention role among government figure; and in the other hand, the assumption that the best judges of welfare, is the perception and experience of citizens, playing both important roles through the understanding of this transition (Hughes, 2003).

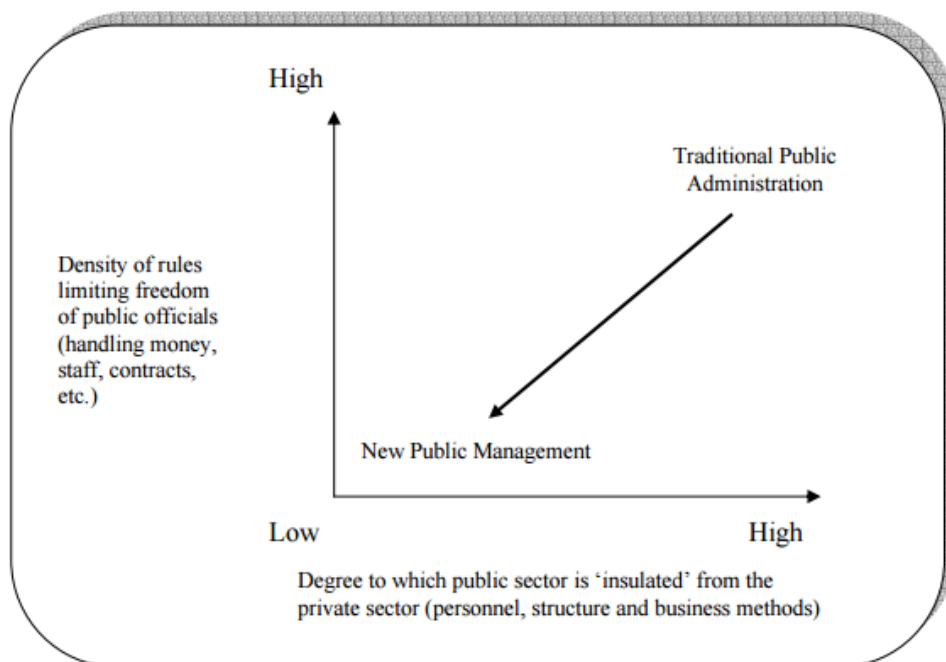
Important to recognize that this step-forward from the traditional path of public management is mainly, due to the consolidation and relevance of the role of society and the mechanism for citizens involvement into the functions of public sector. In few words, it is possible to expose that, such as reforms, are just intended to improve the quality of public goods and services and also to generate a harmonization within the scenario of competition, in all types of forms. There is not doubt, regarding the fact that for a long time ago, the public sector manner to work have been tagged or cataloged within the line and structure of bureaucratic, and therefore, encouraging a disbelief sensation in the citizens, this due to the lack of affinity of public performane (outputs) with citizens wishes and needs. Similarly, these reforms are mainly intended to fix other facts, such as, the higher public expenditure, improve areas and mechanism of policy implementation more effective (Pollitt and Bouckaert, 2000), being these some of the main expected performances and outputs of public institutions, in line with theoretical and practical outcomes of this trend.

When we analyze the concept and structure of new public management, in all its form; throught the implication of both structural pillars, the theoretical part and the practical view, what means the consideration of academic perspectives and experiences of public institutions with this trend, and thereafter, is easily clear, determine a huge discrepancy towards the form of the traditional public administration with new public management approaches (concepts, trends, etc). Moreover, since many years ago, is certainly revealed and know by scholars, researchers, managers, public servants, citizens and in general for all stakeholders; the well-known fail of traditional public management in terms of a discrepancy between the planned



activities and the actions developed. This assumptions, supported, by the lack of structural commitment into the public institutions, by the lack of coordination among appropriate set of actions in a precise timeline, and for ending, by the careless of external environment signals. (Nazmul A. K, Kabir A, M. Ashaduzzaman; 2012) Furthermore, this shift of fundamental nature from public administration to new public management, resides and denotes a flexible and transparent procedural framework; as it is illustrated in Figure 1 below

**Figure 1.1: From Traditional Public Administration to New Public Management**



Source: Kurt Promberger and Iris Rauskala, 2003, P-4

Likewise, according the article “The Critical Review of New Public Management Model and its Criticisms ” exposed by Kulachet Mongkol 2011, developed the notion regarding, how easy is to perceived the similar scenarios of governments around the world, and how those are now being adopted this trend and its methods of public management. This particularly, as reflection of interlinked public sector resources management among nations, caused somehow by the interdependent of socio economic systems. whereby, the aim of new public management is towards replace the traditional path of public management, in response to the inadequacies of the traditional model (Hughes, 2003). Besides that, those inadequacies are having huge effects in the internal structure of the public sector, which subsequently, generate deficiencies in the results.

In the other hand, is siutable to spotlight that many countries have not fully embraced New Public Management principles and tools, due to the complex stage around this public

management reform, depending in some way by the existence of a credible systems for monitoring and development of a coherent strategy, such harmonization of proper supervision mechanisms (Pollitt 2000). In the same way, is generally established by scholars the fact that NPM does not suit within the scenario of developing countries, due to the lack of basic conditions for its implementation, this in terms of the lack of necessary expertise and the availability of unreliable or poor monitoring systems as well as lack of information systems, a common fact possible to perceive nowadays within public sector in continents such as America and Africa; likewise, specific behaviors, such as bureaucracy and hierarchical structures defines, somehow the mechanisms and procedures to perform inefficient activities. For ending, there is the assumption that countries with scenarios characterized with the previous features, hardly can adopt or try to generate the proper scenarios for it, mainly, due to lack of resources and managerial background towards the adoption of this kind of management reforms.

Although in a global context, the countries and its structure of governance, is possible noted that rather than a single option, the concept of new public management is compared and defined as a “optional box” of techniques and mechanisms, and therefore, developing countries governments are experimenting with some tools from this optional box, following the same line, with the importance of the applicability and background of those techniques already done by the developed countries, it means, by the experiences already faced it. (Pollitt 200, Nick Manning 2001). Moreover, according to Alojzy zalewski (zalewski 2006), cited by Lucyna Rajca (2010 p. 126) denotes that "New Public Management basically consists in changing the orientation of public organisations' management from inputs and procedures towards the stage of outputs, in other words the adoption of strategic orientations". However, NPM has not yet become the only public management paradigm in public administration around the world. Moreover, the fact that most government functions in developing countries are still executed under the line of larger and strong integrated bureaucracies structures.

Based on the common scoop, will be considered and developed into this research the origins or roots of new public management, within the lines of public-choice theory, principal-agent theory and managerialism; and besides of it, the theoretical review indicates and described clearly new public management as a core as well, where management techniques and tools from the private sector are applied into public institutions around the world, without any distinction of developed countries or developing countries, as a part of arguments and approvals of scholars, managers and public workers to present days.

### **1.1.1 Public Choice Theory**

New Public Management resides in important manner on the figure and relevance of public choice theory. Along the same line, it's worth noting that the main proponents of this theory, were James Buchanan and Gordon Tulloch, those that support the line that public choice theory offer mechanisms that encourage and allow the choice and competition, through motivational implications to public servants.

Likewise, the theory takes places around the constraints imposed by the administrative bureaucracy in obtaining efficiency in public performance; and therefore, refuses the fact that government figure corrects market failures in proper manner. Likewise, highlight the correlation among the context of "state monopoly" (Goods and services delivery) from the role of public servants with the inefficient and ineffective outcomes stage of public institutions. (Garcia Sanchez 2007 and K.Scism 2005)

Moreover, regarding the foundations and scope of this theory, it is possible to start by quoting Steven C. Ward (2011), who argue "Public Choice Theory's emphasis on bringing the rational subject and rational choice from economic theory into the study of political action.... by making public institutions less rule governed, bureaucratic and more open, entrepreneurial and consumer oriented" (2011 p.206).

Likewise according to Garcia Sanchez (2007 p.39) in simple manner defined it, as the "Applicability of economic instruments within the political science" supported by the fact, that public choice theory perceives the individuals as rational economic actors, with a constant rationality to develop a better stage of utility; due to personal competitive interest (public servants). Likewise, may focus that the public choice theory refuse the conjecture that government's figure corrects in accurate manner the market failures, mainly backed, by the evidence, that private scenarios (markets) are better than government on it. This somehow, due to, the lack of proper organisational structure and performance guidelines into the public sector.

Therefore, the first side of the framework of this theory, is giving around the context, to encourage the creation of transfer scenarios of public activities and responsibilities to the side of private sector. "Public choice theorists generally argue that the best outcome will involve a maximum role for market forces and a minimal role for government" (Nazmul A. K et al 2012 p.9) From the other side of the framework, the public choice theory lies in the field of rational behavior. One of the main inferences reached by academics around the inquiries of public choice theory, relies over the importance and context of rational choice (Mashaw

2010). More specifically, into the fact, that individuals pursue their own wishes and aims, and according to those preferences, they act in a specific manner into particular situations; and therefore, public choice theory proceed from the conception that the manner to behave could be understood and then give shaped. (Gernod Gruening 2001)

The public choice theory, also denotes the context that, bureaucrats are motivated first and foremost by self-interest; and within this line, the public servants performance is directly linked with the self-commitment and self-realization, having afterwards, a direct effect within the public institutions performance. "Public servants can be seen as selfless and only motivated by the public interest" (Hughes, 2003: P.11-12). Creating a complex stage of dual transfer of inputs/outputs interests between both figures. "The most important effect of public choice theory is the implicit questioning of the motives of public servants in some situations." ( Nazmul A. K et al 2012 p.9).

Further, when the stage of public bureaucracies is addressed, always there has been approval and agreement, regarding the characteristics and facts that lead to the monopolistic structures into the public sector, where the essential lack of efficiency and effectiveness is perceived easily in their performance; evenly, some facts such as, the absence of monitoring systems, the lack of external competition (optional privatization).

Moreover, if we understand and analyze the complex stage of inefficient outputs into public institutions, is easily feasible to determine that, bureaucratic organizations have an important number of deficiencies, in terms of structure and performance, since the planning stage till the last stage of action, the execution. According to Gruening (2001, P.6) denote that "Public-choice scholars further showed that, tendencies for inefficient use of resources and the exploitation of certain minorities groups are enhanced by traditional and bureaucratic organizations". Likewise, the accumulation of task and resources into traditional structures lead to deficient outputs, what afterwards make highly hard to reach the desirable public aims.

Taking into account, scholars' perceptions regarding the review of this theory, is possible to articulate that, in many cases, this one, is within the same blurry line regarding its practical assumption and implementation stage. Moreover, the line and presumption of Boyne (1998), who highlight the fact, that there have been deficiencies in researches developed for this theory; these, within the line that the empirical efforts has not been fully proved that this theory enhance the efficiency in public institutions, being this, one of the main supports carried by public choice theory. Likewise, K. Scism found that "More complete testing is

required in order for public choice propositions to be empirically supported" (K.Scism 2005, P. 23).

### **1.1.2 Principal-Agent Theory**

The principal-agency theory is a commonly referred mechanism to analyze the control and the relationship between the government and agencies actors, as well as the particular scenario that comes when these relationships present interests differences or in other words the well know discrepancy (Robert C. Ward 2007), being this stage, more popular day by day in public sector . Evenly, the principal-agency theory constitutes an important support and section of the theoretical structure of the new institutional economics, being the last a crucial bracket of the frame of new public management concept. (Hood 1991) Regarding the principal-agent theory background, it is possible to framing, that its roots, fits with researches previously developed into the field of risk-sharing; those, that were developed from the analysis of scenarios where cooperating parties, could have contradictory dispositions and attitudes towards a specific set of actions that brings a degree of risk “goal divergence” (Kathleen M. Eisenhardt, 1989). Similarly, worth noting, that the analisis hedges, were in terms of individuals and groups of people, offering a context of organizational form.

Moreover, principal-agent theory, may focus in the potential constraints or main challenges that superiors would have to face, in order to create incentive mechanisms for subordinate behaviors, essential characteristic of public sector manner to work; and consequently, in developing proper set of actions to monitoring those behaviors. All of this, giving by the fact, to align interests and aims of both parties, within scenarios characterized by uncertainty factors, information asymmetry and high cost monitoring. This because of the actions of “Agent” role, have directly implications for both parties (Gernod Gruening 2001). Likewise, within the agency theory, it is also possible to define two specific lines of research; In first hand, the positivist agency theory, mainly descriptive and empirically oriented, while, in contrast, the normative agency theory denotes the use of mathematical models. (P. Urban M. 2015). In addition, may found denotable the fact, that principal-agent theory has been part of different researches fields, like, economics, political science, accounting, organizational behavior among others.

According to the works of Janine O'Flynn (2007); K.Scism (2005) and Jensen and Smith (1985) cited by Guðbjörg H. Kolbeins (2014); those defines the principal agent theory as the attempt to understand and describe the relationship, in which the principal (first actor/elected officials) delegates activities to the agent (second actor/ public servant) on behalf of the principal. Even so, with a potential degree of delegation of authority to the agent into decision-making faculties. This through the common frame of duties and rights of the parties, the "contract" (Kathleen M. Eisenhardt 1989). Therefore, the ability to measure the performance of agents in accurate manner, is a crucial element into the contract-frame; and consequently, the agent cannot be indifferent regarding the scope of the contract (accountability). "The core of this perspective is the notion that contracts formally setting out the requirements, monitoring, reward and incentive systems provide the legitimate connection between principal and the agent" (Janine O'Flynn, 2007 p.356). There are not doubts, regarding the importance and need to cover and comprehend the scope of the contract within this theory.

Therefore, the limitations of it and its implications upon the parties commitment to accomplish the assigned activities. "...Effective contract writing requires information on the cost function of the activity....the cost of enforcing the contract depend on the measurability of the agents behaviors (effort) and the agents performance (outcome of the effort)" James M. Ferris and Elizabeth A. Graddy (1998 P. 228); what denotes a context for analysis within the stages involved in the execution and enforcement (Scope) of the contract figure. In the other hand, within the structure of public institutions, it's complex to define the purely figure of "principals and agents actors"; due to the particularity to be composed by many principals-agents relationships between organizations and also the presence of multiple figures with highest closeness to those. (Scism 2005 and Garcia Sanchez 2007)

Principal-Agent theory begins from the scoop to disclose and understand the "agency problem" regarding the divergent of interests within a specific scenario (Complex), wishes and objectives in scenarios of cooperating parties. According to P. Urban M. "Agency theory explains the behavior of individuals that enter into a relationship in an environment highly characterized by divergent interests " (2015 P-15). This kind of scenarios, of asymmetry-information and discrepancy towards attitudes and goals set, are still potentially visible in the public institutions nowadays, being a critical area for the evaluation and research, in order to overcome the implication of these within the performance and the accomplishment of organizational aims (Koen Verhoest 2005). Therefore, as of this presumption, the theory is

concerned to resolve two main problems that can arise from agency relationships. (James M. Ferris and Elizabeth A. Graddy (1998); Kathleen M. Eisenhardt, (1989).

In first scenario, the agency relationship denotes a complex dynamic, where the figure of "Principal" can't verify that the "Agent" have a proper performance; as of this, there is the assumption that isn't fully possible to know that the Agent perform its functions in effectively and efficiently manner. According to Arrow 1991 cited by Koen Verhoest 2005 defines "The agent, as a utility maximizing actor, will try to use its discretion to pursue his or her own goals at the detriment of the principal..... and then, the agent could behave in an opportunistic manner, resulting in "adverse selection" and "moral hazard" problems "(P-237). The first constraint, start through other two forms, in first hand, by the difficulty of gather information "availability", as a manner to prove the agent behavior; "Principal-agent theorists often discuss the fact that the agent has more informational expertise than the principal, as well as different interests from the principal, as areas of concern". (K.Scism 2005 P.23) In the other hand, denotes the incursion of costs; costs of obtaining needed information regarding the current "Agent" performance and the suitable monitor mechanisms to anticipate and mitigate problems on behalf of the principal. (Guðbjörg H. Kolbeins 2014).

Moreover, the overview within the second major constraint of this theory, lies in the particularity of "Risk-Sharing"; framed under the characteristics of differences attitudes among the relation principal-agent towards a specific risk. Scenario where the decision and attitude of agent towards the development of specific set of actions is defined by the degree of preference to a the risk, and consequently to the development of a task. (Kathleen M. Eisenhardt, 1989) what define the complex scenario of "dependence"

According to Koen Verhoest 2005, in a environment, where there is discrepancy in the degree of interest and attitudes towards a specific task, define the task for the "principal figure" to make less complex the effects of such discrepancy. Therefore, in a optional manner to fix or to bring down the issues of interest conflict, risk-preferences and information asymmetry, its timely the implementation of a set of actions "monitoring-control" to encourage a better performance of the agent figure, these defined through the development of (P237-238) :

- a) Monitoring systems to measure and evaluate the performance of the agent
- b) Bonding arrangements by which the agent can provide guarantees that he will act in accordance with the principal's interests
- c) Systems of financial incentives that link reward to the performance of the agent

Principal-agent theory has been widely applied by scholars in many fields, important to highlight the contribution of this model into topics such as, government contracts procedure, autonomization, monitoring-control programs, among others, Likewise, within the economics field, generating an important contribution in the design of optimal incentives schemes (Scism 2005; Koen Verhoest 2005)

### **1.1.3 Managerialism**

Starting from the implication that there are huge and clear differences between public and private institutions, such differences, differs in the nature, mechanisms and tools; and consequently in the manner to perform. Following the same line, there is a potential implication in the manner to organize and use its inputs; moreover, presenting an important degree of correlation with the type of structure of public institutions. (Bureaucracy-Corruption). Thereby, the managerialism within the new public management framework, resides its efforts upon the understanding and explanations regarding the context of bureaucratic conducts into the public administration institutions, more specific in its manner to carry out the activities.

Likewise, it is necessary to take into consideration the fact that, the field of managerialism into the public management system has been lead by the same pressures experienced in private-sector management (Nazmul A. K et al 2012); pressures highly driven by the implication and continuous awareness growing on the part of citizens. Those, that during the course of the time have been looking the proper manner to make better the public system, trying to be part of it; through the inclusion of "stabilizers" figure, who demands better transparency mechanisms, as essential part of monitoring systems. This as a manner to express the closeness and agreement with control mechanisms in the private performance.

Likewise, the linear path of constant reforms of public administration faced over the time; and characterized not only by the fact of power delegation, but moving far beyond from it. Therefore, taking into consideration others facts, like, greater focus on efficiency activities that encourage better performance conditions, and secondly by the growing awareness of citizens towards quality outputs. Hence, the execution and impacts of managerialism guidelines, should not be interpreted as a statute shift; Better yet, should be taken as a shift of



perspective, from the conventional public administration towards the dynamic and modern public administration models (Denhardt 2000)

Going further into this field, managerialism is basically the transfer and execution of private-sector management practices into the public sector performance or in other words defined by the implementation of business protocols into public institutions (Hood 1995). The central doctrines of managerialism include private sector management techniques, hands-on professional management, and performance measurement (K. Scism, 2005 P.22). Likewise, regarding the line of transition of Managerialism, "This strand helped to generate doctrines based on the ideas of expertise, requiring high discretionary power to achieve results and enforcing better organizational performance through the development of appropriate cultures and active measurement of organizational outputs." (K. Promberger and I. Rauskala, 2003 P.5)

If well, the managerialism was presented as a solving path towards the implications generated by weak points of behaviors or critical areas among public institutions structure, with greater emphasis within the line of public servants performance, such as the bureaucracy and professionalism into public administration. (Nazmul A. K et al 2012). Which lead to seek proper public management reforms, that offered a better orientation towards managerial culture into the public institutions and also to the focus of the citizen (social responsibility) with clear scenarios of accountability for outputs. This movement helped to generate a set of administrative reform doctrines based on the ideas of professional management (Hood 1991 ,P.6)

## **1.2 New Public Management Principles**

The concept and frame of New Public Management, have been making claims to being universal within the field of public administration; in fact, many of the main drivers or initiatives of this trend, have been commonly shared among all nations around the world; Likewise, NPM principles commonly recognized under the perception of "Menu" or "Box" of techniques and methods, addressed to the idea to reach a modernization of public sector. (Marino Calogero 2010). but even so, this stage, doesn't represent that have been found a fully proper uniformity of application. Therefore, there is no doubt about the fact that during the last past 3 decades, many developed nations have been experimenting with new public management reforms, steps also followed by developing nations. This, mainly through a path

marked, by the positive, beneficial and efficient outputs scenario developed under the guidelines and contributions of the general implication of New Public Management principles framework (Eran Vigoda 2003); This, clearly supporter, by the important number of countries that have suggested the run up of these doctrines.

Likewise, the well-know "paradigm shift" from the traditional/old manner of public administration to the new public management field, was driven in an important degree, by the implication and influence of a series of doctrines or principles aimed, mainly to encourage a deeper competitive and efficient public sector stage, in terms of resources management and services delivery ( Hood 1991; Kurt Promberger 2003; Mahboubeh Fatemi and Mohammad Reza B. 2012).

Within the same line, the marked contrast with the traditional model of public administration has been lighted through the background made it by the NPM principles, aimed to draw public administration bodies with important degrees of debureaucratization, contracting out columns, customer oriented approach, decentralization of activities and units, market orientation of public services, privatization, performance measurement among others features. (Nazmul A. K et al 2012)

Moreover, the arrival of these doctrines into the public administration field, over the last thirty years, have become one of the most significant lines for research and practice in public sector context. (Marino Calogero 2010) The principles of new public management, are stated below in first instance, together with brief statements of their meaning and argumentation;and afterwards, will be develop each of those, with a specific analysis and supported by theoretical argumentation. Other characteristics, such as separating political decision-making from direct management and community governance, are often added to this list (McLaughlin et al. 2002, 9)<sup>1</sup>

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<sup>1</sup> Steven Van de Walle and Gerhard Hammerschmid. 2011. "The Impact of the New Public Management: Challenges for Coordination and Cohesion in European Public Sectors." *Halduskultuur – Administrative Culture*12 (2), 190-209

**Table 2.2 : Doctrine of New Public Management (Hood, 1991-1994)**

<b>N.P</b>	<b>PRINCIPLE/DOTRINE</b>	<b>MEANING</b>	<b>JUSTIFICATION</b>
<b>1</b>	<b>Hands-on professional management of public organization.</b>	Visible managers at the top of the organization, free to manage by use of discretionary power.	Accountability requires clear assignment of responsibility, not diffusion of power.
<b>2</b>	<b>Explicit standards and measures of performance.</b>	Goals and targets defined and measurable as indicators of success.	Accountability means clearly stated aims; efficiency requires a 'hard look' at objectives
<b>3</b>	<b>Greater emphasis on output controls</b>	Resource allocation and rewards are linked to performance	Need to stress results rather than procedures
<b>4</b>	<b>Shift to disaggregation of units in the public sector</b>	Disaggregate public sector into corporatized units of activity, organised by products, with devolved budgets. Units dealing at arm's length with each other	Make units manageable; split provision and production, use contracts or franchises inside as well as outside the public sector.
<b>5</b>	<b>Shift to greater competition in the public sector</b>	Move to term contracts and public tendering procedures; introduction of market disciplines in public sector.	Rivalry via competition as the key to lower costs and better standards.
<b>6</b>	<b>Stress on private-sector styles of management practice</b>	Move away from traditional public service ethics to more flexible pay, hiring, rules, etc.	Need to apply 'proven' private sector management tools in the public sector.
<b>7</b>	<b>Stress on greater discipline and economy in public sector resource use.</b>	Cutting direct costs, raising labour discipline, limiting compliance costs to business.	Need to check resource demands of the public sector, and do more with less.

**Source:** Nazmul A. K et al P-11, 2012

### **1.2.1 Transition of Assumptions and definitions of new public management**

If well, since Christopher Hood's defined and established the key sources of New Public Management approach under the line of seven doctrines, within the path of public administration reforms (Hood's 1991-1995). Likewise, there is not doubt regarding the real fact that, the gap of differences among countries' perspectives towards the performance and attitudes of public servants and in general to the public sector figure, created an important influence in the applicability and perception of use of these doctrines. Moreover, the performance of public servants, have been following a line, towards a stage, where every duty, have a specific and proper set of targets, indicators and criteria for performance

measurement. (Pollitt 2002; Mahboubeh Fatemi and Mohammad Reza B. 2012) and although the frame of doctrines within the concept of new public management is commonly taken as a global movement, what's meant within the line of universal application; it is important to highlight that among practitioners and researchers, those who fully claim that the applicability of these doctrines varies in a relevant degree in practice, and therefore, one-way view is not accurate, is not effective. (Pollitt, C. 1990; Hood's 1995)

Evenly, the incursion of set of doctrines within the stage of public administration around the world, have led to execute a widely range types of initiatives, mechanism and reforms within the public sector; those such as: decentralization, introduction of performance monitoring systems, privatization, emphasis in open competition within the public sector, the introduction of management techniques, result-oriented mechanism, automation in the production and distribution of public services and among others (Hood 1991; Bouckaert and Pollitt 2000)

But even so, there is a central belief that public sector performance, characterized strongly by the stage of outputs, have been highly beneficial since 3 decades ago, with the introduction and management of these principles or doctrines. Saying this, under the line of accomplishment of a positive transformation of both columns; In first hand, the improvement of the organisational structure of public institutions and then, the improvement in the processes in every level, strongly focus upon the "Performance in service delivery", by which public institutions are aimed. (K. Promberger and I. Rauskala 2003; Mahboubeh Fatemi and Mohammad Reza B. 2012). New Public Management principles seeks to offer more efficient mechanism for delivering goods and services (Nazmul A. K et al 2012, P-11)

With an important reference on the papers New Public Management, an Introduction from the UK Perspective by K. Promberger and I. Rauskala (2003) and the paper New Public Management: Emergence and Principles by Nazmul A. K et al (2012), a brief summary of the seven doctrines of new public management and its characteristics is provided in the following lines, :

### **1. Hands-on and entrepreneurial management:**

In fact, within this doctrine or principle, the emphasis relies within the fact that public servants, especially the people involved within the scenario of public service delivery, crucial stage of welfare provider, should act in a proactive manner, contrary as administrator's bodies, those that act in a reactive manner. Generating a scenario of double

strengthening, in order to response to any. Likewise, the current public administration, demands for managers, with a high degree of discretion in decision making, decisions that must to fit within his accountability frame. This, given by the fact of a complex scenario that represent the public sector. A scenario that in previous years, following old public management approaches, was commonly referred, to operates within a narrow frame, where in line with specific procedures and individual discretion of the person in charge, to establish and implement rules, policies and regulations, at the end of the stage, didn't have any responsibility for its actions. But nowadays, within a new scenario of individual performance and accountability, the role of public managers in public institutions, have started to take a more personal degree or role, where the stage of decision making, have offered a major or better authority and autonomy for them, equally as the degree of accountability for the outcomes delivered. This principle, likewise, define the role of professional managers as the key component to improve the performance of public servants, and therefore, at the end, the performance of public institutions in general.

## **2. Explicit standards and measures of performance:**

There is no doubt about the facts, that the reform in the public sector leaded by the trend of new public management, since some years back, has contributed with accuracy towards the set of measures of performance to public sector organizations presented nowadays. therefore, in this point, the importance of performance monitoring systems, internal and external conditions, even so, aims and objectives, within the public organization, specially within the stage of service-delivering is highly important. The crucial importance of proper mechanism and procedures for the establishment and transmission of the organizational and personal objectives and aims, through all levels involved; and thereby subsequently, a focus within the personal responsibilities, in terms of motivational or caution in order to generate efficiently and effectively outcomes. Academics and practitioners, are mostly agree within the line that, performance measurement mechanisms within public institutions, helps to offer scenarios of individual accountability for duties. So, the present and coming challenges of the public sector, basically lies, within the fact to generate proper environments and mechanisms to continuous improvement in levels and standards of service delivery "Outputs".

### **3. Output controls:**

In current scenarios, there is not doubt regarding the importance of the availability of proper outcomes control, in fact, this stage, is categorized as a benchmark in terms of the fulfillment of the needs and wishes of citizen. In that way, this stage of outcomes control is a key factor through the improvement path of public institutions. Throughout time, public institutions in general have failed the task to care about themselves with their outputs stage, to put one more level of attention on it; Conversely, have been given that more level of focus on inputs rather to what should be the proper way "outputs"; In the other hand, this complex dilemma has been generating, constant debates toward the topic of resources stage, being this last fact, a controversial matter for political parties and in general for public servants.

### **4. Desegregation and decentralization:**

In order to generate a suitable environment to facilitate the accomplishment of the previous announced doctrines, the new public management trend makes important backing for the disaggregation and decentralization of activities and units within the public sector. If well, the new public management encourage the implementation of set of actions and tools against the current public sector failures, mainly refer those the lines of bureaucracy and corruption.

Thus, the doctrine of NPM in currently context, denotes the implication of actions towards a form of government more efficient and accountable for public services, what's mean the abolishment of bureaucratic forms that exists within the performance and structure of public institutions, hence, is not that much strange, denote an important level of disaggregation of bureaucratic units within an efficient and effective frame, equally with the assignment of responsibilities. In the same way, among academics and practitioners, there is no doubt about the fact that smaller units are more efficient; in fact, due to those are better able to reach aims and strategies among them, in a more quickly and coordinate manner

### **5. Competition in the provision of public services:**

There is not doubt that since many years ago, the competition within the public sector has been founded as a crucial characteristic for the improvement of outcomes. This in terms to allow market itself to defined the scope and implications of competition within the

provision of public goods and services, getting outcomes with higher standards to a lower price. (Major Competition) In order to generate an “output” stage characterized by efficiency and quality, is highly important, the acceptance and incursion of competition and rivalry between service providers; this in order to foster better services provision and offer more choice to stakeholders.

There is no doubt that both parties get benefits from it, and it has important implications for both actors, in first hand, to the public service providers, within the frame of market forces, this will supposedly improve the efficiency and quality of the outputs, generating a harmonization of public goods/services among private counterpart, reducing costs and improving the structure of production yield; and in the other hand, in the customer side, the role of the citizens is supposedly transformed into a consumer/client with specific needs, rights and wishes in the new public sector. and in that way, the aim therefore, the target is to satisfy wishes and needs, while competing with others providers to fulfill those, in the best possible manner, what’s denote a scenario with more choices, better quality through a lower price.

#### **6. Stress on private-sector styles of management:**

There is not doubt that public administration has tried to find out the clue to improve the public sector performance; and till our days, the closer path to the aim of efficient in public institutions performance, is the offered by the private sector styles of management, in terms of techniques and mechanism suitable for the solve of public sector failures. Therefore, day by day within public sector, remains the fact and recommendations, that public institutions should get closer to a behavior more business-like manner.

Moreover, academics and managers, denote fully strongly the fact that the efficiency of public service provision stage is enhanced where a public sector unit conducts its matters in accordance with business lines, with business principles. And is in this stage, where comes the main role of managers of public service agencies, in order to analyze and understand the internal scenario of public institutions for the generation of proper availability of motivational and reward structures for their employees.

## **7. Stress on greater discipline and economy (Parsimony) in resource use:**

The modern scenario demanded by the internal and external forces in public administration is the one who can do more with less; given by the fact of resource management, important section of new public management. Within the same line, within the doctrines of public management, there is a crucial advice or recommendation to public agency managers and people involved in public service delivery; which is, to pay important attention to the manner in how is manage and use the available resources, from the main resource the human source till the financial one; the idea to recognize the accurate time lapse to take decision and actions needed to enhance resource management.

For ending, there is no doubt that one of the main targets or emphasis in the new public management frame, and within the doctrines established, is largely regarding the line on cutting the cost of public service provision, while, at the same time, is increasing the quality of public goods/services.

### **1.2.2 Overview of State Public Sector Failures**

In order to give start with this subchapter, is important to cover it, with a general view, in order to reach fully the scope or frame of performance of public sector organizations through a global perspective, this due to the current interconnected scenarios of public institutions, sharing even the same failures and mistakes; and therefore, there is not doubt about the fact that public sector has been framing among an endless list of problems or failures, criticized mainly due to the diversity of action demands and the wide scope of performance. (Citizens perspectives). On the other hand, equally important to denotes the fact that the particularity and context of the state's failures or problems varies directly in degree to the development of public administration approach in the country in matters.

If well the main failures of the public sector have been framed within the same lines in a global perspective, there is not doubt about hearing previously about state issues like; financial and fiscal struggles, supported this by the excessive spending of public budgets and the insufficient capacity to administer investments and resources, bureaucracy and its unlimited scope, the oversize of rigid structures, which comprises poor internal organization and cultures and finally the lack of open and fair competition within this sector.



Moreover, the lack of IT tools and mechanism, as support columns of transparency, it is defined somehow as one of the foster forces or scenarios for corruptive behaviour in public institutions, plus the condition of lack of modern management approaches.

If well, in many of the times when there is clear assumption of failures among state jurisprudence or coverage, it is believed that the re-intervention of public organization (State figure) is the easy and faster solution for it. According to William R. Keech and Michael C. Munger (2012) The lines of market failure theory provides somehow relevant facts and a partial image over the context of a proper positive intervention; but still not with sufficient presumptions and much less conditions for the direct implication towards the support of a self intervention of public bodies (organizations/institutions) in public sector failures. and within this line, even so, when the failures of the market seems to support or follow the line of a state intervention; likewise there is the incidence of strong arguments by arguments, politicians and economists that denotes the fact that, not always (certain cases) the public sector is properly able to offer a proper solution, not always is able to fix in accurate manner these.

There can no be doubt about the implication that citizens pay huge attention into the outputs stage of public institutions, the quality of services and goods, So is important to highligh, the issue that public output is so much difficult to define and quantify, this, due to the absence of references in such a dynamic and diverse stage. Moreover, within the same line, a constant demand for a better response capacity (responsiveness) is one of the main paths established by citizens in order to let know to public institutions the need to cover and fix crucial failures of performance. Alike, failures such as conflict interest among public organizations and citizens, denotes a more complex scenario with variance in the aim and goals of public bodies and society figure.

For ending, a clear and strong finding, defined in general by the role of citizens around the failures of public sector organizaitons, is the idea to recognize and analyze the mistakes taken already and after a set of actions, fix these and subsequently try to make the government more efficient and effective in all its functions.

### **1.2.3 Review of the Conception of Efficiency and Transparency**

During last two decades, within the structure of public sector organizations, has been an increasing interest towards the obtainment of a major degree of transparency and efficiency, this in terms of necessary forces for better performance. Therefore, researches within the field of public administration has gained momentum to go deeper into these concepts, in the way, to reach a proper understanding of the conditions and factors demanded to reach it. Therefore, international organizations and NGOs constantly advocate for the implication of efficiency and transparency, as a necessary conditions for better government quality, greater accountability, greater responsiveness and finally a less space for bureaucratic and corruptive behaviors within public institutions.

Likewise, the importance and effects that have both of these variables within the improvement of public administration scenarios, like public resources management and policy-making procedure; equally over the economic growth and fiscal stability, clearly without leaving aside, the well-being of individuals, through the delivery of high quality outcomes. Moreover, this without doubt has been brought to the forefront of public agenda for governments around the world. If well, the theoretical arguments around the scope and roots of efficiency and transparency are well-established and approved, still, many researches within these fields are being developing deep researches, this given by the fact of the importance of achieving and the implication of those in every field of study of public administration.

The term efficiency is so much often use in academic fields and in practice, with so much degree relevance in terms of analysis or evaluation, likewise, there is not doubt that the most common definitions or the most strong understandings of this concept have been given, in first hand, by the scottish political-economic, Adam Smith, that often identified the lines of efficiency with productivity; Likewise, other strong definition of efficiency is the given by Druker (1964) through the lines, that explains that efficiency means “doing things right”, with the closer partner, the effectiveness that means, “doing the right things”, two close concepts that in many of the times has been mixed, giving a misunderstanding of the scope and characteristic of each of those. (Michael Lieder). One of the fundamental theories or explanations around the framework of efficiency is the allocative efficiency and the pareto efficiency.

In the same way, according to European Economic report (2008) and António Afonso, Ludger Schuknecht and Vito Tanzi (2010) the concept of efficiency and its analysis within the context and structure of public sector, is strongly addressed to the deep analysis and examination of the manner how is developed the stages of spending and taxing activities into public organizations structures; which is highly linked within the accountability framework. Even so, when the performance of public organizations is given in relation to the incomes used in order to measure the efficiency, after the stage of outcomes (feedback), through the linked-analysis between both stages, still with a relevant distinction between both scenarios. Moreover, according to Tomasz Siudek (2008) the most possible or closer path to ensure efficiency and social welfare within a specific context, is through the competition and the intrinsic market conditions that it brings, its mechanism and forces. Moreover, taking into account the lines Samuelson and Nordhaus, cited within the same research, pointed out that there is not and there will never be a fully efficient competitive mechanisms in market.

According to Erlendsson (2002) defines efficiency as the manner to perform tasks with reasonable use of resources. Moreover, according to the definition given by worldwide organization UNESCO, that if well, addressed the definition to the field of education, it denotes important characteristics and features that apply purely to the general concept of the efficiency; In this line, the organization defines efficiency as the ability to perform properly in order to achieve a result without wasted resources, time, efforts, or capital (money), having an accurate resource management. Equally, the international standard organization (ISO) defines efficiency as the intrinsic relation of use- effort of capital. Besides, relevant to have in mind that authors, defines and contemplates many manners or mechanism that can measure it, but still the two most common are the given through technical efficiency, its mean by physical terms and secondly, by economic efficiency, in the lines of cost area.

On the other hand, given the earned importance for the transparency concept, this, within the public administration, is relevant to be able to understand the worldwide growing interest of its promotion and its care, this due to that, alongside with public accountability, and integrity, the transparency is considered currently as a central fact for good governance.

Moreover, transparency is a multifaceted concept that is often matched with accountability, impartiality, rule of law and so on, but at the end of the day, there is not a common definition of the concept of transparency. When transparency is considered and analyzed transparency in the context of public administration, in most of the cases, it refers towards the fact of informational fields, such as the right of free access or editing and of publishing information; this supported as well, through the pointed out by Florini, Ann.

(2002), who denotes that transparency demands from public administration, general public access to the information in terms of the execution of evaluation stage (monitoring), but still not leaving alongside from the analysis the fact of accountability, important feature within the scope of these variable.

Likewise, according to Osborne Denis (2004) transparency is addressed to reduce and overcome the gaps between, what public institutions planned to do towards the welfare of citizens and what finally is developed, this in terms of every stage, actor and resources implemented; providing the proper scenario for the information sharing towards the “evaluation” and “measurement” of the procedures in matters. Evenly, there is not doubt that public servants and managers have the duty to act visibly, predictably and understandably in order to promote participation and accountability within the performance of public institutions; besides the fact to take into account that simply having information available for internal or external actors, it is not sufficient to achieve transparency, what denotes more or deeper set of actions in order to reach it. In the other hand, according to Monika Bauhr and Marcia Grimes (2012) transparency is also taken as the availability and the feasibility of a stage, through which the state's actors allows the proper and clear dissemination of valuable information to evaluating procedures, even though external o intnernal institutions; and also to every stakeholder, and therefore, the field of transparency, as well take place as essential support towards the scenario of accountability in public sector.

### **1.3 The concept of Public Procurement**

This chapter of theoretical part is sought to present an analysis of literature review of several sources collected from secondary data, this due to the context and nature of the topic; therefore, it is established through captation of literature review, previous researches, reports, and professional journals, comments, websites among others sources; Likewise, it supported by institutional bodies regulation of public procurement. Whereby, what is sought is to provide a general overview and a pre-initial conceptual framework, within the lines of evidence-theoretical based of public procurement stage

In this manner, acroos the time and until the current stage of social-economic development of nations, the governments bodies and institutions, have taken important relevance and awarness towards the impact and scope of their role as providers of public welfare; that in most of the cases, is routed through the provision and execution of essential public services and goods; these such as infrastructure, education, health, defence, among others. Thus,

within the same line, is clearly important to highlight the argument and explanation, that the stage of public procurements is one of the 4 major columns of public sector's economic activities, such is:

*"The purchasing/acquisition of goods, services and capitals assets to meet a specific public objective previously established".*

Therefore, in order that governments be capable to meet and satisfy the public demands; the public institutions set up their efforts through the purchasing of works, goods and services from market place; these putting in place, alongside the open market conditions of a scenario defined by the interaction with private sector actors. If well, the execution and scope covered in general sense by the subject of public procurement, have been debated, criticized and dissembled by politicians and managers, supported it by, the tangled up of implications of economic, social and political interests of actors involved in this stage. And so, in the other hand, by the side of academic interest, the subject of public procurement consistently has received scant or shallow attention, in fact, by the reason to be considered and afterwards, typecast within an administrative matter of complex, armored and perplexing forces.

Is important to highlight, that among different public institutions and governmental bodies around the world, the public procurement concept at itself, vary in the terminology or reference to this procedure; so, if well, the concepts of public contracts and government contracts are as well, widely used to make reference to public procurement, institutions such as, the world trade organization for example, refers to this procedure, under the line of government procurements; presenting the same structure and nature of world-wide administrative concept of public procurement.

For ending, the last but not least fact, is important to highlight, as an argument of support, in order to analyze and cover this chapter, that public procurement has a great economic importance in nation's performance and its improvement, as is defined by the World Trade Organization, which highlight that it accounts for more or less 10-15%<sup>2</sup> of the GDP of an economy on average, and within the case of European Commission, it denotes the implication

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<sup>2</sup>... It constitutes a significant market and an important aspect of international trade. The WTO's work on government procurement aims to promote transparency, integrity and competition in this market. WTO and government procurement; World Trade Organization 2016

and accounting of public procurements, for around the 18%<sup>3</sup> of EU GDP. (European Commission 2016)

### **1.3.1 Overview**

If well, public procurement is broadly defined as the purchasing or obtaining of any works, goods or services by public sector. Although in general, the definition of public procurement has been directed through the time, under the same narrow line of comprehension, characterized it by a stage where government institutions and units, interact among other actors into the performance of a set of activities for the purchasing of works, goods and services from companies, even so, from private or public sector, those, which are needed to develop and fulfill institutional responsibilities and functions. Likewise, through an alternatively manner, the Public procurement is defined or characterized by the purchase of commodities, effected those with resources from state budgets, local authority budgets among other statal budget sources. This correspond, in the same manner as well, for the procedure of contracting thrid parties for the execution of works and services.

Moreover, trying to support this common-shallow definition with a proper and accurate concept frame, in other words, by a stipulated-global definition of the concept of public procurement, supported in some manner by a practical point of view, within a line of global applicability; was found it prudent and interesting the implication of others definition of public procurement by organizations with global presence. This is the case of the European Commission, World Trade Organization and finally the Environmental Protection Agency, stated below respectively.

*Public procurement refers to the process by which public authorities, such as government departments or local authorities, purchase work, goods or services from companies.*

#### ***European Commission 2015 (EC)***

*Government agencies often need to purchase goods and services with public resources and for public purposes to fulfil their functions. Such purchases are generally referred to as public procurement.*

#### ***World Trade Organization 2016 (WTO)***

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<sup>3</sup> EU Single Market, Public Procurement, European Commission 2014

*Public Procurement can be defined as the acquisition, whether under formal contract or not, of works, supplies and services by public bodies. It ranges from the purchase of routine supplies or services to formal tendering and placing contracts for large infrastructural projects.*

***Environmental Protection Agency 2016 (EPA)***

*Public procurement refers to the purchase by governments and state-owned enterprises of goods, services and works. The Organisation for Economic Co-operation and Development 2016 (OECD)*

Furthermore, it is worth noting, that public procurement is evaluated not only through the fact of economy outputs-results, moreover, alongside of this variable, is involved, a serie of more considerations and variables, those that include facts as from, transparency, equal treatment, and non-discrimination, among other national standards or guidelines. and its because of this, that public procurement is subjected in particular manner in every country, through enacted and particular regulations, in order to protect the general or public interest. (Special Case European Union)

In a overview perspective, the public procurement concept during the recent years, have been pigeonholed within a line of discrepancy among the nature of the procedure, and the results developed; being clearly the citizen's satisfaction the main aim of this; but instead of that, the current public procurement stages present a constant wrong perception of the general and individual interests of actors involved. Even so, taking into account the fact that, public organizations year by year, have been trying to enforce the made suitable guidelines, in order to deliver qualified public goods and services. Likewise, the strategies and mechanism of public procurement have been widely debated and rejected by citizens; this denotes, mainly by reasons, such as the lack of transparency (Corruption), Bureaucracy, the lack of accountability and the last but not least the inefficient outputs stage.

### **1.3.2 Management of Public Procurements**

Public procurement is generally taken within the execution of two closely integrated structural stages or steps; in first hand, the procedure of public procurement, have to deal with the planning stage, in which, public institutions must to recognize and decide, the proper

moment and circumstance, when and what kind of goods or services are to be need and afterwards, acquire those. This, in order to fulfill a public objective, following carefully a set of internal standards of procedure. In second hand, the establishment and execution of the legal document, the contract; with a particular attention and repercussion towards the terms and legal conditions on which public goods and services are gonna be deliver by the figure of contractor, responsibilities and right of parties.

In this section, is important to denote, the main role of (ICT) Information and communications technology; given by the fact, of the implementation of monitoring systems and virtual facilities (Flow of information); this special case, as example, is possible to denote the tools implemented by EU institutions such as; Tenders Electronic Daily (TED) and eCertis; electronic tools focused, only to facilitate the proper execution of public pricurement procedures for both parties; likewise, important to highlight the relevance of the commonly referred public procurement systems objectives, that if well, in somes cases are shared or modified ( See Below), in the manner, to generate a "path" to perform into the contract-relation, following a specific set of actions and measurements. Hence, with a proper strategy for the use of information and communications technology tools, would generate an efficient automatization of the rutinary processes involved in this stage, and the implication of these variables, denotes strongly a better manner to manage and execute this stage of public institutions.

**Table 2.3: Objectives of Public Procurement Systems**

<b>1</b>	Value for money (Efficiency) in the acquisition of required goods, works or services.
<b>2</b>	Integrity-Avoiding corruption and conflicts of interest
<b>3</b>	Accountability
<b>4</b>	Equal opportunities and equal treatment for providers
<b>5</b>	Fair treatment of providers
<b>6</b>	Efficient implementation of industrial, social and environmental objectives ( Horizontal Policies) in Procurement
<b>7</b>	Opening up public markets to international trade
<b>8</b>	Efficiency in the procurement Process

**Source:** Sue Arrowsmith et al P-4, 2010,

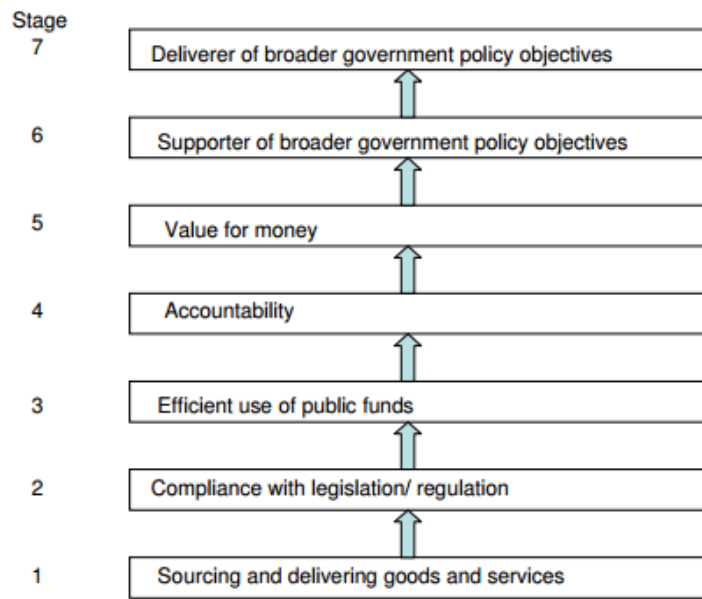


Important to denote that the implication, weight and relevance of the objectives, within the execution of a public procurement procedure, varies or differs in important manner, in terms of type of systems created around the structure and nature of the public organization or unit in matters, as well as the project established to fulfill; this, in terms of the public aim to perform, some of them with more importance and relevance than others, what will demand other type or degree of implication of these objectives.

The public institutions in general, and the public servants from every level of the organization, are aware of the need to have available effective monitoring and reporting mechanisms, in order to generate efficient and accountability outputs in public procurement procedures, from the basic and less-complex activities to the most relevant of this process, therefore the need to develop this procedure involving actors of every party, alongside of constant monitoring mechanisms, is indisputable. The incursion of ICT within the procedures of public procurement, is being since couple of years ago, without doubt, a big column and support to generate monitoring and internal evaluation activities; being strongly different to the traditional manner to monitor; when the previous authorizations, the legal review and bureaucratic activities were common part of this, so the idea to perceive internal management, through the lines of transparency and efficiency, is directly linked to the fact to allow the incursion of new tools and mechanism of performance and control.

In the same way, according with C. Harland and L. Qatami; in order to recognize the real sequence of the context behind the purchasing stage of public institutions, it's necessary, the consideration of a reference frame, that in this context, it's consist of 7 steps or stages, denoting the well common sequence of execution of these procedures (See Figure 2.3 below). Moreover, It denoting in the same measure, the detailed complex scenario through which the public bodies have to develop the public purchases; Evenly, within the same line, makes a reference in the differences of inputs and outputs within each stage; likewise the particularity of the main actions within each stage. If well, exist undoubtedly a difference among the inputs in every stage, which also varies around the country structure of development; it can be taken through both possible way, within a line of strict and rigid manner to develop these procedures or in the other hand, through a path characterized by flexibility and adaptability of the project in running.

**Figure 2.3 Seven Stages Framework For Public Procurement**



Source: Christine Harland and Lara Qatami, P-8,

Moreover, in the same way, according to the international research study, it exposed the difference and gap among the stages, where different countries are in, this in the sense, of the structure and strategy to develop their public procurement procedures. Hence, If well, the figure of public sector isn't debatable, within the assumption of a complex framework around the world; maybe it is defined by, the particularity and singularity that public institutions establish their aims, it following a line of interests or needs of specific governmental bodies, for example; some of them, with a more special focus in value for money and efficiency, or just simply the fact generating efficiency savings in their public procurement strategies.

Based on evidence-practical of the public procurement stage, there is not doubt, that results and accountability stages must be measured with more complex and long term criteria; this, due to its nature, relevance and frame of performance. Likewise, there is no doubt regarding the fact, that in the current stage and the upcoming years, the concerns of environmental issues and the constant increasing demand for sustainable ideas, performance and technologies, will take special relevance within the accurate manner to perform by the public institutions, even so, it would be the special arena where public procurements must to act and perform.

### **1.3.3 Corruption and Bureaucratic Behaviors**

Giving beginning to this subchapter, is necessary to take into account the assumption that "corruption and bureaucracy" either as a concepts or behaviors, are not at all unknown by

the public interest (Citizens/Stakeholders) , instead of that, in deep, corruption and bureaucracy, have been one of the main failures and one of the main weakness points criticized by citizens, due to the manner, in how they perceive are acting the public sector organizations currently, without distinction of field or sector. Evenly, it is well known by governments and world wide institutions, such as UN, World Bank, the WTO and OECD, that corruption behaviors if is not the main, is one of the most important causes of inequality, poverty and fiscal crisis into the current stage of world nations. Likewise, important to denote the fact that, in general for academics and public servants, what comprises corruption, is related or linked in highly manner to bureaucracy, and it cannot be viewed separately, this of course within the context of administrative system, even when sometimes it's not self-evident. (conceptual disintegration) and so, according to Tina Soreide (2012) within the public procurement procedures, is important to differentiate the behaviors among 3 levels, the political-high level, administrative or bureaucratic corruption.

On the other hand, among the analysis and researches around the field of public procurement procedures, the common line of findings within this, rely mainly above the fact of high degree of susceptibility of conflict of interest, favoritism, bureacracy and corruption behaviors.

Therefore, in this way, the bureaucratic and corruption behaviors into public procurement procedures have been always categorized, as hindering of social and economic development of nations; this mainly, due to the distortion of social and market conditions, before, within and after public procurement procedures; this, due to there is less degree of competitiveness and development, generating at the end, a scenario of inefficient outputs, because in many of the cases the quality of public goods and services are considerable badly affected. Therefore, it has become one of the lead topics within the public agenda and within the debates among communities representatives, world development organizations and as well to government bodies.

In order to give start with an individual coverage of this two behaviors; is situated relevant to quote the definition of corruption in terms of the proposed by Transparency International Organization, which defines corruption as the "*Misuse of entrusted power for private gain*"; quite similar to the given by the World Bank Institution, stablished it as the "...*abuse of power for private benefit...*".

Likewise, important to denote, the relevance of the set of actions and efforts of an important number of international institutions that promoted and facilitated the creation of the figure and role of "United Nations Convention against Corruption", entered into force on 14

December 2005 by the resolution 58/4; as an effective international legal instrument, independent of the United Nations Convention against Transnational Organized Crime (UNODC). Corruptive behavior and the effects behind of this, generates an important cost for organizations and in general for the society, for example, according to the European Commission's Anti-Fraud Report 2015, corruption costs to Eu citizens around €120 billion per year, what is a critical area to take into account (European Commission 2015).

Moreover, Corruption, taken as general concept or as an illegal activity, is quite difficult and subjective to define, as it implies a widely set of attitudes and customs, that may vary depends the context and perception of the people and organization involved. Moreover, according to Tina Søreide (2002) a possible understanding or definition of corruption within the field of politics, can be possible to define it, as all the corrupt transactions performed by political decision-makers.

Within the same line, according to Anatoly Krivinsh and Andrejs Vilks (2013) if it is transposed within the field of public procurement, the corruptive behavior occurs when, through intentional manner, there is a clear misuse of public office or a violation of basic procurement rules or principles by a public servant, with the added particularity, the derivation of specific benefits for the parties involved; important to denote, that does not matter if the action's chain started from the public party or from the contractor, within this context, the actions involved fit clearly under the lines of corruptive behavior.

In the other hand, if is taken bureaucracy as a framework itself, covering the concept alongside the behaviors linked to it; is possible and necessary to analyze it from different perspectives, such as have been within the political field, more specific within the public administration, within the economic field, sociology field, management field, among others. Important to highlight that, if still what comprise bureaucracy within these fields, could share some aspects, descriptions and features, likewise, there are particularities in the manner of understanding, perception and management of it in each field of study. Likewise, " From the very begining, witters on bureaucracy have mixed up its description and evaluation" (Asuman Altay P-3 1999)

In a general overview, according to FAO Organization, a common definition of bureaucracy among politicians and economists, it is define as: *organizational system, larger, rigid by a rational and legal framework, in charge of administer and management an organization* or simply as *administrative system governing any large institution*.

Likewise, in order to give a clear beginning, from the basics, the term "Bureaucracy" was coined in 18th-century, coming from the french word >bureaucratie< with a literal

meaning of “power of the desk”. Evenly, important to take as a starting point, the contributions of the well-known German sociological and political economist Max Weber, writer of bureaucracy. Who define it as:

*a form of organization that enhances the characteristics such as the accuracy, speed, clarity, accuracy and efficiency, achieved through the predefined division of tasks, supervision, and detailed rules and regulations.*<sup>4</sup>

Equally Max Weber, through his positive view of the term, defined it, through the implication and distinction of 3 types of authority alongside the scope of the concept:

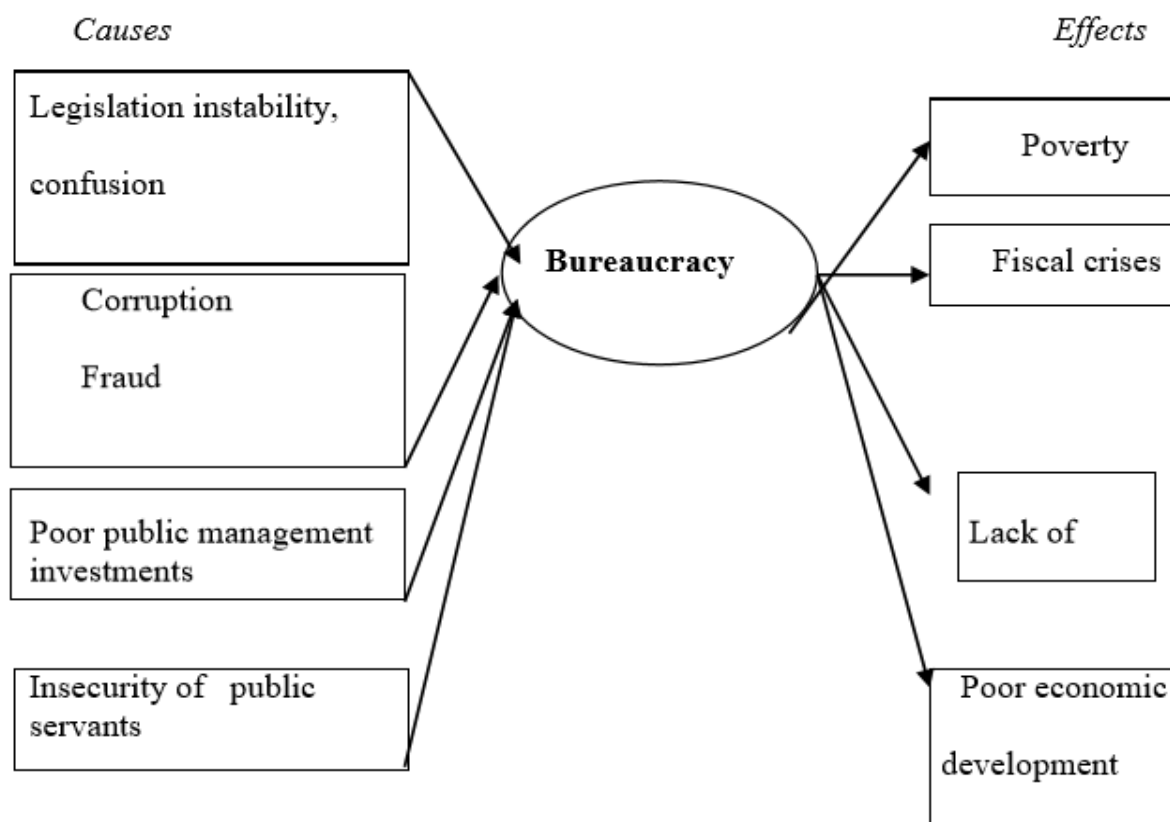
- 1) Traditional Authority
- 2) Charismatic Authority
- 3) Rational Authority

Since a couple of decades ago, the term "Bureaucracy" has been strongly linked to negative connotations, with a deep regard towards the public organizations, being this, criticized and catagorized, as thee cause of the current performance scenario of public institutions, characterized as a stage too much complex, inflexible and inefficient. Likewise, important to clarify, that nowadays the bureaucracy is recognized as an active piece not only in the matters of state functions, as it has been denoted before, but it also within others fields of study, such as private sector “corporative bureaucracy”. Furthermore, in the last years, have been clear the perception that bureaucracy continues growing within the public administration field, in all its form and through the structure of public institutions, it as a general stage; this in terms of lack of proper management instruments among others causes explained in the figure below.

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<sup>4</sup> Analistas Independientes Guatemala; La Burocracia y su papel en la Estructura del Estado. Definición, papel político y social. Burocracia en Guatemala 2012

**Figure 2.3.1 Causes and Effects of Bureaucracy**



Source: Luminița IONESCU and Florentin CALOIAN P-19 (2008)

According to World Economic Forum (WEF), the 2015 edition of global risks, in this, highlight the most significant long-term risks worldwide among 5 categories, which among those appears the fiscal crisis, interstate conflict, failure of national governance, poor economic development and unemployment issues among others. Hence, these that are part of the effects appointed of bureaucracy in current performance of public organizations.

Moreover, from a contrary point of view of the concept of bureaucracy, different than the negative or discretionary in public administration; some scholars, economists and sociologists nowadays, alongside Max Weber perception, argued that bureaucracy constitutes the most efficient and rational manner, still, having clear that could not have an ideal type of organization within public administration. (divergence of interests).

For ending, there is not doubt among public institutions and in general for the public sector bodies, that effective mechanism and strategies for reducing corruption and bureaucracy, demands for a deep set of changes in the organisation of public procurement, whats mean in others words, more political commitment, greater accountability through transparency, what can be taken as a path of citizens involvement, open and fair competition,

ICT tools and finally steadfast and constants monitoring mechanisms. According to Luminița Ionescu and Florentin Caloian (2008) and M.A.O. Aluko and A.A. Adesopo (2003) If well, the public procurement stage, within the public organizations duties, is being categorized as a highly risky stage, not just in terms of financial issues but going beyond that, the fact of close interaction between public and private sectors make public procurement a risk area for blurry business practices, in fact, the strong link between bureaucracy and corruption in public administration and public sector accounting have denoted a scenario highly complex, where inappropriate practices can exceed the narrow line among efficiency /transparency and bureacracy/ corruption performance.

## **2. RESEARCH METHODOLOGY**

The structure of methodology developed for this paper is exclusively reliant on the research questions beforehand determined , and also by the fact of data available for review. Qualitative and quantitative methods were employed to implement the research design.

### **2.1 Theoretical background of research**

The reforms driven by the trend of New Public Management, day by day, is becoming the most noteworthy international approach in public management into public organizations around the world (Hood, 1991, 2000; Lodge, 2004). Likewise, there are considerable analysis and debates regards the nature and scope of New public management. (Hughes, 2003).

Moreover, New Public Management is a modern management practice with the frame of economics, plus the condition of framework that keeps the core of public values. (Politt 2002). The outcome of the emergence of NPM, basically denoted a shift in the values and practices of public sector (Yamamoto, 2003).

The reform of NPM is addressed directly towards the move to smaller units or organisations in response to current large of bureaucratic structures of public sector. (Nazmul A. Kalimullah et al. 2012). There is not doubt that have been commonly described the NPM reforms, while at the same time, offering a comparison among other public administration approaches, but it hasnt been evaluated either from a practical perspective (Van de Walle S. and Hammerschmid G. 2011).

According to (Eran Vigoda 2003; Yamamoto 2003 and O’Flynn 2007 ) There a is wide and strong support towards the consistency and scope of NPM doctrines and principles into public sector organizations, such as:

- Hands-on and entrepreneurial management;
- Explicit standards and measures of performance;
- Output controls
- Desegregation and decentralisation
- Competition in the provision of public services
- Stress on private-sector styles of management
- Discipline and parsimony in resource allocation



Mixed methods research taken as a main paradigm of the third research type, can equally help as a bridge or linked between the quantitative and qualitative research methods (Onwuegbuzie & Leech, 2004). Moreover, the fact that the authors encourage the idea to collect multiple data using different strategies and mechanism or approaches, addressed it in a clear way, that after combine both type of methods, the resulting combination is likely to deliver a scenario of strong results and leaving aside the weak outputs. (Brewer & Hunter, 1989) For ending; a pragmatic perspective draws on employing "what works," using diverse approaches, giving primacy to the importance of the research problem and question, and valuing both objective and subjective knowledge (Morgan, DI, 2007)

## **2.2 Methods of Research**

The research design will be across the use of mixed methods research, due to my pretension to seek for the understanding of the complex functioning of the public procurements, gathering evidence based on the nature of the theoretical and practical forms, The strategy developed to study the overview and scope of the New Public Management principles scenario into the municipalities of Stockholm and Vilnius is through document analysis, the scope of questionnaire, these, as a pilot test and finally interviews. Presenting a methodology directly addressed on the 3 research questions and the data available for this study.

Regarding the research methodology methods, the multiple data collection techniques are often selected by researchers, instead to sustain the whole research in only one type or line of research. (Pettigrew, A.M. 1990). Based on the shallow review of previous New Public Management research (Pollitt,1995). Furthermore, scholars and researchers tend to depend or rely more on reactive techniques rather than the non-reactive techniques. Such studies that rely on reactive measures, surveys and interviews tend to be the most common form of data collection, therefore, certain methods may be used in proper sequence.

Researchers suggest that the evaluation of public participation would ideally incorporate both quantitative and qualitative research that complemented each other (Nancy C. Roberts and Raymond T. Bradley 1999). For example, surveys, even so, take it as a pilot test, that is the case within this research papaer; can provide a wide stage of information, based on the outputs gathered from the qualitative research, providing an understanding of specific perceptions ,concerns, values and issues of social context. (Morgan, D. L. 2007; Pettigrew, A.M. 1990). According to Nancy C. Et al (1999), is highly positive the incursion of

triangulated data collection efforts in order to generate a relevant output of cross-data; generating a merge among the strenghts of each method.

According to Garud, R. and Van de Ven, A.H. (1992), is widely know that the method of document analysis is a tool highly used in researches upon the public sector (whole structure and Institutions) due to, it is considered to be one of the most accurate method for data collection Bowen, (Glenn A. 2009). Moreover, this form of qualitative research rely strongly commonly into the strategic of the research desging (research questions), defining codings and interpretations through the line of a specific theme or topic; likewise the comparative strategy is highly approved as the most general and basic strategy in the research of social science. (Nancy C. Et al 1999)

Within this research paper, the use of comparative analysis of documents, according to the aim to give answer to the research question regarding the impacts or effects of new public management principles in the efficiency and transparency of public procurement; Therefore, the analysis and comparisson was upon the data sources stated below:

- European Comission, Final Study Report (2015) Economic efficiency and legal effectiveness of review and remedies procedures for public contracts; MARKT/2013/072/C
- Department for the Co-ordination of European Union Policies, Authority For The Supervision of Public Contracts (2010) The comparative Survey on the national public procurement systems across the PPN.
- OECD (2007), “Public Procurement Review and Remedies Systems in the European Union”, SIGMA Papers, No. 41
- Public Procurement, Study on administrative capacity in the EU, Country Profile; European Commission 2015

Moreover, besides the document analysis stage exposed above, this one, was supported as well by the information available into European Commission websites and also by national member states; strongly interest towards the section of public procurements into these national websites, this sources used in order to analyse and find the particularities among the scenario of public procurement within both member states, as equal, to find out information

that may be related to the incursion and effects of new public management principles in the public sector.

In the other hand, the second research method used was the interview. According to Glaser, B.G. and Strauss A; the qualitative method of interview, is one of the most popular mechanism used within the fields of social science research. Likewise, the qualitative methods such as the interview, are considered and framed within the context of deeper understanding of social phenomena. (British Journal Dentist 2016). Garud, R. and Van de Ven, A.H. (1992) claims that the Interviews are well know appropriate to explore the experiences, perspectives and beliefs of particular sample. This within a context characterized by a scenario where is already know some features of the group of participants (public organizations).

In order to reach an overview and then, understand the accurate perception of the level of acceptance of new public management principles in public procurements in the selected capitals, the method of interview was selected, this in terms to get valuable and precise information. Moreover, the type of interview selected, was the semi-structured interview, due to the pretension to explore the main principles or doctrines implemented within the public organizations. Moreover this type of interview, provides to the empirical part, a relevant degree of flexibility and freedom between the answers given by the respondents and what the research itself requires.

Finally, is well know that survey research is an important data collection technique (Nancy C. Roberts and Raymond T. Bradley 1999). Therefore, the last research method within this paper, was the design and use of questionnaires, these as a pilot test. Hence, the additional and last data collection mechanism was performed by delivering online survey within the municipalities of the selected capital cities.

### **2.3 Definition of exploratory areas and Instruments of the reserach**

Mixed Method Research involves itself the intention to collect both type of data, quantitative and qualitative data, and afterwards, the combination of the strengths of each to answer research question; Hence, the selection of mixed methods, quantitative and qualitative

is with the idea to join the strengths of each method to answer research questions in the most credible and truthful way.

One of the most difficult challenges within the research is regard of how is possible to integrate different forms of data. (Brewer, J., & Hunter, A. (1999). Hence, the importance to desing and implement a research through the collection of both forms of data. Generating a triangulated data collection line, clearly aimed to have the data collected combined and linked to the research strategy. Basically, this in order to integrate the strengths of each method, what afterwards will faciliate the obtaining of an accurate answer for the research questions. The research line of this thesis, would be addressed by the implementation and analysis of data collected from interview, questionnaires and finally document analysis.

It is widely exposed by researchers that interviews, are accurate mechanisms of research aimed to explore and understand the individuals' perspectives, experiences and beliefs regarding a specific context or a social matter. In that way, according to British Dental Journal, it is possible to denote the availability of 3 types of research interview:

- Structured
- Semi-structured
- Unstructured

Moreover, within this paper, the type of interview selected was the semi-structured interview. Due to that, beforehand the development of the research tool a set of questions were prepared. Equally, among the structure of interview, there was the execution even so, different types of questions; this in order to recopilate as much as possible valuable information.

Likewise, important to denote that, within the development of this section, it was defined relevant and important the inclusion of two external sources of data (external perspectives), as they were, within the cases of Spain and Czech Republic, these two, only just aimed to generate an stronger scientific background for the reserach, in other words, in order to offer to the author a valuable and wider understanding of the context in matters.

The criterias to the selection of experts within this research, were quite wide, this due to the nature and complex of the topic in matters, and also by the availability, willingness and limitations of scope. Therefore, the criterias for the respondents were mainly, the academic background of PHD or Master Degree in public administration, as a basic criteria, moreover,

other of the facts taken into account were the idea to have at least 3-5 years of experience within the field of public management or strategic planning.

Finally, as an optional or extra criteria was experiences within the field of international or domestic projects "Optimization of public services". Finally, it was developed 4 interviews with civil servants into 4 EU member states. Furthermore, within the research target samples, Sweden and Lithuania, in the first country, the interview was developed within the capital city, while within the case of Lithuania, the interview was developed within the Siauliai city Public procurement department. In the other hand, within the two external cases, that were selected in order to generate a wider scientific background, it was developed in Madrid and in Pardubice

Important to highlight the fact that the anonymity was respected and defined as a cover letter for the development of this method, there was confidentiality guaranty towards the contacts, perspectives (opinions) and details; This, in terms of the the fulfillment of personal agreement and judicial aspects. All the 4 interviews were conducted within the length of time of february and march. Finally the interviews were conducted with the consent of respondents, presenting to them the aim and scope of the research.

The Interview have been structured towards the understanding of the main doctrines or principles used currently in public institutions around the world. Moreover, the interview were structurates following the idea to reveal and analyse the personal perspectives of the public servants regarding the effects or impacts of these mechanism within the performance of the public institutions.

Important to highligh the fact, that the elaboration and selection of the questions, was mainly rely on the theoretical background, this in terms, of the output obtaining regarding the common manner to perform this doctrines or principles within the public administration; equally, in terms, of the understanding of the current manner to act of public institutions (trends). For ending, the total number of questions in the interview was 6 questions.

For ending, regarding the pilot test, this had a 13 questions, structured in 3 main fields, in first hand towards the analysis of the most successful improvements, followed by the idea to reveal the current Public Management Techniques and finally, questions addressed to review the obstacles and constraints for better public management. Moreover, this one was developed through the form of electronic survey; sent via email to the municipalities of

Stockholm and Vilnius. Moreover, within the case of Sweden, the contact was directly via-email contact, in terms to cover the main districts (Particular division of municipality). In the case of Lithuania, within Vilnius municipality, the survey was part of the intranet system of the municipality. Important to denote, that 4 surveys were developed within the public procurement department of Šiauliai municipality.

**Table 2.4: Research Instruments**

<b>Approach</b>	<b>Mechanism</b>	<b>Argumentation</b>	<b>Purpose</b>
Qualitative	Interview	<p>Interviews particularly useful for getting the story behind a participant's experiences. The interviewer can pursue in-depth information around the topic. Interviews will be useful as follow-up and support, of the information gathered from the questionnaires, for example; to further or understand deeper their responses. (McNamara,1999).</p> <ul style="list-style-type: none"> <li>❖ Semi-structured</li> <li>❖ 4 interviewees, one per each country sample</li> <li>❖ Experts/Public Servants</li> </ul>	The fact to reach the accuracy level and perception of the acceptance of new public management principles in Public Procurements in the specific municipality.
	Document Analysis	<p>Document analysis is defined as a systematic procedure for reviewing document material (all types or forms of documents) and as one of the most accurate research method within the scenario of public sector. Within the same line of qualitative research and its analytical methods; the document analysis requires the obtainment of data, and afterwards the generation of a interpretation in order to reach an accuracy meaning, generating an understanding, in order to support the development of an empirical practice. (Corbin Strauss,2008; Rapley,2007)</p> <ul style="list-style-type: none"> <li>• European Commission, Final Study Report (2015) Economic efficiency and legal effectiveness of review and remedies procedures for public contracts; MARKT/2013/072/C</li> <li>• Department for the Co-ordination of European Union Policies, Authority For The Supervision of Public Contracts (2010) The comparative</li> </ul>	Seeking to reach the aim to find out and give answer towards the impacts or effects of new public management principles in the efficiency and transparency of public procurement within the municipalities performance.

		<p>Survey on the national public procurement systems across the PPN.</p> <ul style="list-style-type: none"> <li>• OECD (2007), “Public Procurement Review and Remedies Systems in the European Union”, SIGMA Papers, No. 41</li> <li>• Public Procurement, Study on administrative capacity in the EU, Country Profile; European Commission 2015</li> </ul>	
Quantitative	Questionnaires	<p>The Questionnaire would take part as Pilot Testing instrument in the empirical part of the research, in order to be administered to public servants of the selected municipalities (Stockholm and Vilnius); through google form sheet via email with the purpose of obtaining specific information. (Singular exception, case of siauliai public procurement office)</p> <ul style="list-style-type: none"> <li>❖ (13 Questions)</li> <li>❖ English Language</li> <li>❖ Online (Exposed exception, physical form)</li> </ul>	<p>The interest to recognize what sort of management principles are being used nowadays in Public Procurements in the municipalities. (Modus Operandi)</p>

**Source: Author’s Composed**

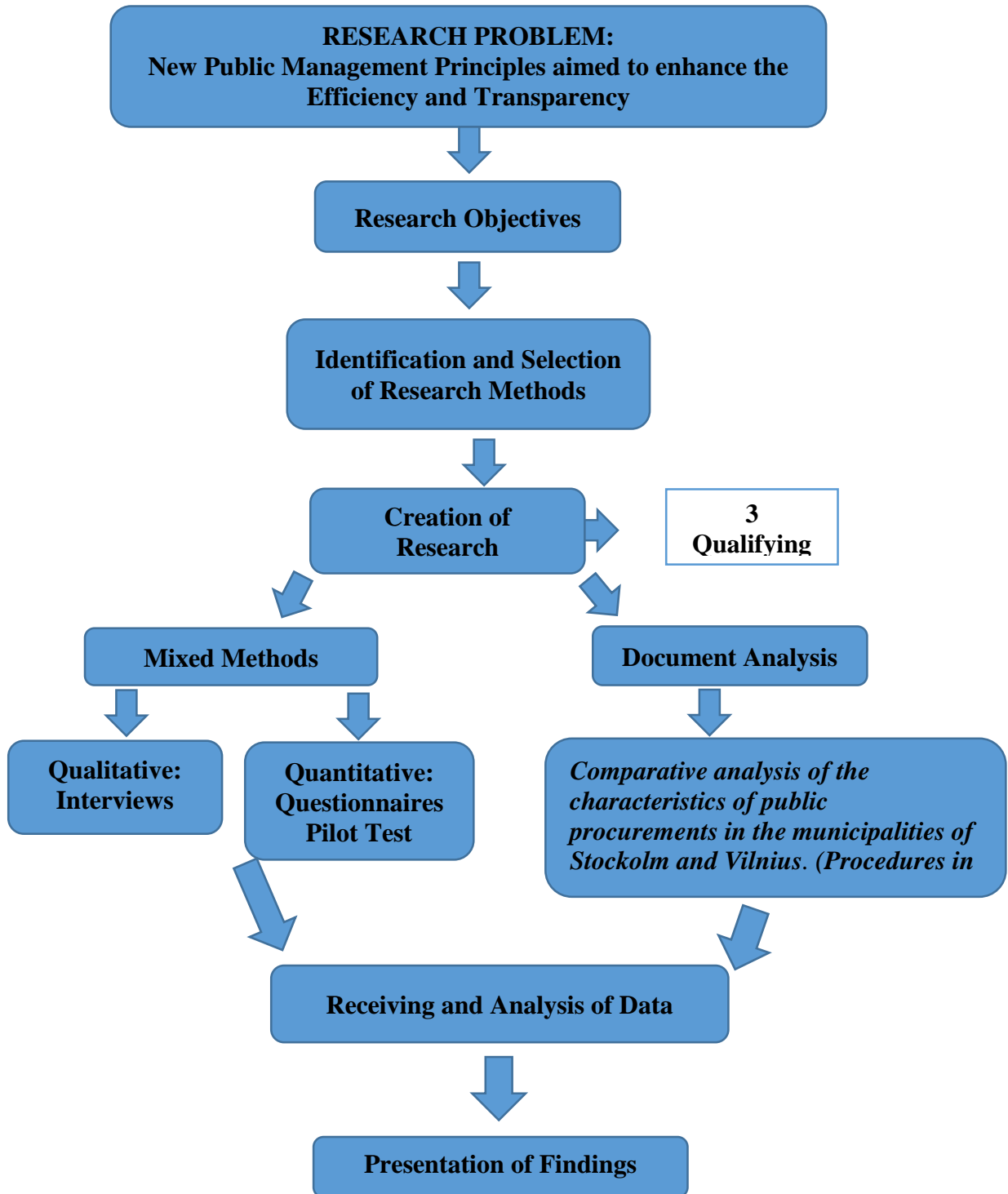
## **2.4 Strategy plan of the research**

In order to generate an accurate answer for the research questions, and equally in order to achieve the objectives established for the research strategy. The strategy plan designed for this research, is mainly divided; in first hand, within the understanding and analysis of the concept of new public management, its roots and supports, besides the interest towards the characteristics of the doctrines presented by this reform. After that, generate an overview upon the public sector structure and mainly towards the scenario of public procurement.

Moreover, within the section of empirical part, the idea to gather as much as possible of valuable and relevant data from the implementation of the pilot test and as well, of the interviews. Within the section of the document analysis, the idea is to cover and describe the aspects and characteristics of the public procurements review and remedies systems in Lithuania and Sweden; plus the description of the E.U. guidelines and directives upon the national public procurement systems of Sweden and Lithuania. Finally, the last stage of the document analysis would be addressed to the generation of a comparative analysis of the characteristics of public procurements in these two member states. And finally, generate a

proper summary of results and conclusions, supported by the inputs gathered through the development of the research. ( See Figure 2.5 Below)

Figure 2.5 Research Plan



Source: Author's Composed



## **2.6 Result Analysis**

After have analyzed the methods implemented through this research, what means, survey as a pilot test, Interview and Document analysis. It was possible to perceive a little bit of difference among the results or findings from those. In first hand, if well, the pilot test dropped us off to see and to know the implication of sort of principles current used through public procurements procedures, without any strong trend or far distinction. However Still, the findings from the interviews, did not support the lines before exposed, in that way, this instrument didnt display entirely the accurate level of acceptance of new public management princiles within the procurement procedures by public servants; as it was expected to find. With the only exception within the Swedish Scenario.

Moreover, regarding the Document analysis, this showed clearly, impacts and effects of new public management principles within the areas of efficiency and transparency; such as internal and external monitoring programs, performance measurement, delegation of responsibilities, open-fairly procedures, greater competition aimed to generate better outcomes stage among others; that can be possible to frame strongly through the lines of EU legal and mandatory framework and also National Law systems; Likewise, this results displayed a scenario, where this stage, is substantiated heavily into the scope of law and not through institutional freedom ( Managers, Public Servants.)

### **3. PUBLIC PROCUREMENTS PROCEDURES IN LITHUANIA AND SWEDEN**

To begin with, is broadly known for everyone, that public procurement is the scenario through which governments seek to provide the necessary conditions for the improvement of citizens welfare (Goods and Services). Around the world, this procedure accounts for around 15-20% of Gross Domestic Product (GDP). (World Bank 2015) Therefore, there is not space for doubts when it's refers the assumption of the magnitud and relevance of public procurements within the frame of public organizations, and in general for everyone, public servants, citizens, suppliers and contractors.

Likewise, according to the report "Public Procurement Indicators 2014" released on February 2, 2016 by the European Comission, has been estimated the total general government public procurement expenditure into EU Member States, excluding utilities and defence, in around 1931.5 billion euros during the year 2014, an important amount that denotes the relevance and greater implication of these procedures within the development of a nation. (European Commission 2016). Besides of this, within the case of Lithuania and Sweden, during the year 2014, the public procurement expenditure on works, goods and services (excluding utilities and defence) was the equivalent to 3.7 and 70.8 billions euros respectively (European Commission 2015). Important to highlight the relevant fact that, due to the flow of this high amount of money; therefore, the scenario of public procurement has been and will continue to be the most vulnerable and risky stage within public institutions, generated by the high likely to fraud and corruptive behaviors.

Taking into account the strategy of the empirical research that was considered the most appropriate, and according with the conceptual model that it relies, the document content analysis is found it, as the most precise mechanism to reach an analysis and understanding of the impacts and effects of new public management principles in the efficiency and transparency of public procurements into the selected capital cities of Lithuania and Sweden, being this, one of the main aims of this paper. Therefore, through the generation of an accurate analysis of public procurement scenarios, starting from the wide view, what means, from the structure of European Union, and then towards the specific target, the selected capital cities of member states.

Likewise, is highly important, define the conceptual base of public procurement and as well the introduction of the legal framework established to regulate and define the scope of

this procedure. Therefore and likewise, is indispensable and unavoidable to cover carefully the general context of public procurement within the field of public management; and afterwards, through a narrow line towards the EU framework, this, due to the influence of the rules and guidelines to develop and enforce the proper path of accomplishment of this. In order to give start with this chapter, is highly relevant to state the fact that, the content of this analysis does not reflect or imply necessarily the posture or opinions of the institutions of the European Union and does not imply that this is supported by them.

### **3.1 Comparative analysis of the characteristics of public procurements in the municipalities of Vilnius and Stockholm .**

The Lithuanian public procurement structure is based on the role and scope of 3 main institutions. In first hand the Lithuanian Parliament " Seimas ", the government of lithuania and the ministry of economy, this latter, a figure with a huge relevance; due to its in charge of the preparation of the drafts for national legal acts, while ensuring the harmonization among Lithuanian national laws and EU Directives. Evenly, the ministry of economy is also in charge of the design of public procurement policy and its legislation. Somehow denoting a degree of centralization towards the execution structure of these procedures.

Regarding the formation and implementation of the public procurement policy within Lithuania, this task is in charge of the main public procurement body, the Public Procurement Office (PPO). Which is in charge of the coordination and supervision of the set of activites defined necessary for the implementation of the public procurement policy, which cover all the context of these pratices within the lithuanian scenario. Alongside, important to highlight, the consistent support of the figures of Central Purchasing Organisation (CPO) and the Competition Council, this, in terms of the guidelines and recomendations, within the area of public procurement monitoring and control, an area highly worked by Lithuanian procurement bodies . Important to make relevant the role and scope of the National Audit Office (NAO), as a main audit institution within the territory of lithuania. Moreover, in the case of Sweden, the structure of advisory procedure, in some cases, the government procurement body relies into the considerations of the Swedish Association of Local and Regional Government, as an external support for considerations, an image of decentralization within these procedure . While the responsibility and the set of tasks of the government purchasing body in sweden is addressed mainly to enhance, public spending stage, in terms

of efficiency and value for money, features areas of the outcomes of Swedish public procurement procedures.

If well, Lithuanian public procurement stage has presented across the time an improvement in all the areas; being the transparency aspect one of the main achievements. As an example of this, is the constant investment and interest by national bodies towards the execution of public procedures totally open and fair for all parties. Some of the outputs obtained from this, is the Central Public Procurement Information System; this latter, aimed to reduce bureaucratic procedures within the award of public contracts, trying to offer a stage of clear, faster and easy procedures for all parties involved. Moreover, achievements such as the Price Comparison Model and the SISTELA database within the Lithuanian public procurement are aimed to generate a scenario characterized by high degree of swiftness, transparency and efficiency.

Within the area of transposition of law, the EU directives are transposed within the Lithuanian legislation by the figure of the laws. Different from the Swedish manner, which includes a number of institutions. The monitoring or supervision of these transposition procedure is in charge of Government Regulation on the European Union Affairs Coordinations, alongside the support of the ministry of justice. (European Commission 2015) In this way, the Lithuania scenario within this framework, is quite positive in terms of the results obtained from the EU reports. Displaying results quite far below of the EU average, in most of the areas (See Table 3.1). Reinforcing and strengthening, the set of efforts and actions taken within the government of Lithuania in order to enhance the public procurement procedures and in general, the whole public sector structure

**Table 3.1 Areas of Transposition of Law**

<b>TRANSPPOSITION OF LAW 2015</b>			
<b>Area</b>	<b>Lithuania</b>	<b>Sweden</b>	<b>EU Average</b>
<b>Transposition Deficit</b>	0.3%	0.4%	0.7%
<b>Overdue Directives</b>	3	4	
<b>Average Delay</b>	5.3	2.1	7.4
<b>Compliance Deficit</b>	0.7%	0.5%	0.7%

Source: Made by author, in accordance to European Commission 2016

Furthermore, within the crucial area of analysis, the infringement and breach towards the EU legal framework. Within this area of comparison, if well, the magnitude and weight of the public procurement procedures within Lithuania is not the same that in Sweden, in terms of a series of factors such as, number of projects, costs of projects, public administration division,

among others; is still important to denote that, both countries are widely below the average of score of EU member states within this area.

Important outcome obtained, that supports the implication of national bodies and EU legal framework, towards the improvement of these scenarios across the continent. Within the same line, as was indicated above, according to the Report of the National Audit Office (NAO) in 2014, the cases of irregularities in areas, such as the management of State property and public procurement scenarios, were decreasing strongly; being the progressive reduction of these cases year by year, one of the main aims of the Public Procurement Office and the Competition Council. (European Commission 2016)

Moreover, despite of the recognized strong lithuanian legal framework and the consideration of transparent public procurement procedures label, above EU average; and so, besides of all these efforts implemented by Lithuanian public procurement bodies, still there is a path forward to improve in some areas, due to still there are some recurrent infringements; some failures that remain within the public procurement procedures, more specifically within the scope of the enforcement of public procurement legislation. (European Commission 2015) Likewise, the Lithuanian monitoring and controlling bodies are aimed to fight against crucial areas with persistent irregularities at national level. In this way, is important to have an overview of the performance and score obtained by Lithuania among the 4 areas analyzed by the European Commission within its Infringement 2015 report. (See Table 3.1.1)

**Table 3.1.1 Infringement Areas**

<b>INFRINGEMENTS 2015</b>			
<b>Area</b>	<b>Lithuania</b>	<b>Sweden</b>	<b>EU Average</b>
<b>Pending Cases</b>	15	25	27
<b>Problematic Sectors</b>	None	None	
<b>Average Cases Duration (Months)</b>	20.2	38.5	29.1
<b>Compliance with court rulings (Months)</b>	3.6	5.8	19.8

Source: Made by author, in accordance to European Commission 2016

Important to highlight the fact that, in order to enhance the public procurement scenarios, in terms of the infringements or irregularities, within the case of Sweden, the electronic procurement is used largely, but mostly within the stages of ordering and invoicing. While, in the case of Lithuania, the Parliament " Seimas " and the ministry of economy, have defined as a crucial aim, the idea to strengthen much more, the full application of the e-procurement

procedures in Lithuania; this towards the sequential execution of cost-efficient procurement procedures. In that way, through the frame of e-procurement; it's intend to perform:

- e-Notification
- e-Access
- e-Submission
- e-Evaluation
- e-Awarding

Moreover, within the case of Lithuania, one of the aspects strongly linked with the limited progress in the reduction in areas with regular irregularities, is the issue and scope of corruption behaviors, much more noticeable at the local level. Therefore, the parliament has decided for period comprising from, the application of a new 2015 to 2025 National Anti-Corruption Programme as well as, the availability of a central risk management system; these, in order to generate a constant general progress in all the areas of Lithuanian public procurement, while is accomplished the proper enforcement of preventive and controlling actions within this scenario.

In the second part of this comparative analysis of public procurements, within the case of Sweden, the field of Public procurement is under a semi-centralised structure, framed under the lines of the Swedish Public Procurement Act, which is established in terms of EU Directives, alongside the weight, of Utilities Procurement Act. Likewise, the figure of the Competition Authority, in Sweden, is the body in charge to overseeing and monitoring the public procurement procedures. (Further Competition)

Furthermore, the Board for Public Procurement is in charge, in first instance, for the development of the public procurement policy and also advisory functions; besides, it is in charge, in behalf of the public procurement system, for the elaboration of annual reports.

In the same way, important to denote the co-ordination and coloboration of the Ministry of Finance with the monitoring and controlling functions; without neglecting the main function of this institutional body, which are the drafts of primary and secondary legislation in matters.

Likewise, within the case of Sweden, the structure of supportive bodies is strongly established, through decentralised solutions at the national and local levels; therefore, among the main bodies for the national public procurement assistance are:

- Legal, Financial, and Adminisitrative Agency (Kammarkollegiet)
- Swedish Environmental Management Council (SEMco)

- Swedish Agency for Economic and Regional Growth
- Swedish Tax Agency
- Swedish Companies Registration Offices
- National Board of Trade

Taking as a starting point, the notable and considerable differences among the weight and scope of public procurement between the EU member states, Sweden and Lithuania; this assumption supported, for example, by the fact of the data shared by the Public Procurement Indicators report of European Commission, that exposed the expenditures of public procurement on works and services in the period of 2014, excluding utilities and defence, for the equivalent to €3.7 billion for Lithuania and €70.85 billion for Sweden. (European Commission 2016). What can denote, just a part of the picture regarding the scope of this scenario within the selected sample.

Furthermore, according to the European Commission report, published on the 2 of February 2016, entitled “Public Procurement Indicators 2014; DG GROW G4 - Innovative and e-Procurement”, presented the main results and features of the public procurement scenarios within the European Union; this through the analysis of specific indicators, that denotes the current scope that EU member states presents within the field of public procurements (See Table Below 3.1.2)

**Table 3.1.2 Public Procurement Size**

<b>Public Procurement 2014</b>			
<b>Indicators (excluding utilities and defence) in Billion of Euro</b>	<b>Lithuania</b>	<b>Sweden</b>	<b>EU Total/Average</b>
Estimate of total public procurement expenditure by general government on works, goods and services.	3.7	70.8	1931.5
Estimate of total expenditure on works, goods and services as % of GDP	10.0	16.4	13.0
Estimated value of tenders published in TED	1.60	14.68	319.64
Number of contract notices published in TED	2050	5870	151.058
Publication rate in terms of % of total expenditure on works, goods and services	43.8	20.7	26.2
Total number of contract award notices published in TED with nonmissing value	1889	492	107.797

Source: Made by author, in accordance to European Commission Report 2016

In base of the European Commission's data, the indicators presented in the table below 3.1.3, reflect in what manner the EU member states, Lithuania and Sweden have performed in the 2014, in regards to the main areas of public procurement. Important to denotes that, this analysis and the indicators selected, only gives a partial and narrow view of the general picture of how member states are developing their public procurement procedures, due to there are many others factors beyond of the exposed areas. Still, these indicators are defined in terms to cover the critical areas of the procurement procedures, besides the main goals of a fair and open competition, supported by a high degree of transparency and value-for money for the parties.

Likewise, important to highlight, that these indicators, are based on the data published in the Tenders Electronic Daily (TED), one of the new mechanism of EU, this aimed to facilitate the execution of public procurement. Moreover, the indicators presented below, somehow are intended to frame the main forces that affects the manner how are developing the public procurement procedures. Presenting a closer benchmark, regarding the current performance of EU member countries within the field of public procurement. Therefore, this table has the intention denotes the yearned path to accomplish the EU objective, how is defined, the availability of public procurement procedures with a high degree of transparency and efficiency, with a starting point in the national level, to then, move towards the EU scenario.

**Table 3.1.3 Public Procurement Indicators**

<b>PUBLIC PROCUREMENT 2014</b>			
<b>INDICATOR</b>	<b>MEANING</b>	<b>LITHUANIA</b>	<b>SWEDEN</b>
One Bidder	Competition and Red Tape	14%	11%
No Calls for Bide	Transparency and Competition	7%	0%
Aggregation	Buying in Bulk	15%	10%
Award Criteria	How public buyers choose companies to whom they award contracts	89%	55%
Decision Speed (Days)	Reflects how is the velocity for make decisions of the public buyers	61	62
Reporting Quality	Quality of information provided by Public Buyers	0%	88%
<b>TOTAL:</b>		80%-90%	Above 90%

Source: Created by Author, according to European Commission Data (2016)

For ending, is relevant to highlight, the implication of the two member states' national public procurement bodies, which have developed important and relevant actions in terms to



present a public procurement scenarios suitable for the fulfillment of the 3 EU Objectives; it means, competitive, fair and transparent public procurement scenarios. Moreover, if well the total score, comes from the summatory of each indicator or area. Where Sweden national public procurement within this results got a higher label than the Lithuanian; Important to highlight, that Sweden is ranking within the higher label or category. Even though, Lithuanian public procurement stage, is defined just one category below the Swedish performance. Denoting equally, the great improvement into the national bodies and its scope within the scenario of public procurement. The last but no least fact, is that both member states in matters, are defined above the EU member states average performance in this scenario.

### **3.2 Public Procurements Review and Remedies Systems in Lithuania and Sweden**

Basically, the reason or argument for the establishment and availability of a public procurement review and remedies system in all European countries, is directly related to the aim to enforce the practical application of the substantive public procurement legislation, while at the same time, seeks to contribute directly upon the fulfillment of EU objectives. (Sigma paper N 41, 2007; European Commission 2016). Moreover, in a practical or contextual view, when a tenderer, believes that the public procurement process was conducted without the consideration of the EU legal framework; or just simply, the contracts have been awarded through an unfair manner, it clearly gives the opportunity to the tenderer to start the process of review and remedies within the public procurement procedure in matters.

Important to denote, that the whole structure of the system of public procurement review and remedies of EU, is under the fulfillment of all European Community law requirements. Thereby basically, there are two remedies directives within the EC Public Sector; in first instance, the remedies directive 92/13/EEC for the utilities sector and secondly, the remedies directive 89/665/EEC for the public sector (European Commission 2016). Moreover, the remedies directives stated above, were considerably amended on 11 of December of 2007 under the line of the directive 2007/66/EC (European Commission 2016). This latter, focus on 2 key points:

- "Standstill period" of at least 10 days between the selection of the winner of the public procurement and the signed of the contract by the parties.

- Stringent rules towards the illegal direct award of public contracts.

Equally, important to highlight, that the remedies directives do not strictly normalize or define the procurement review and remedies systems within the member states, which denotes that, the remedies procedures varies among the EU member states, (European Commission 2016) this can be defied, in terms of the manner how the directives has been transferred and enforced in the national law.

So, after have considering shallowly the main points of the structure of the review and remedies system into EU structure, is considered appropriate to move towards an analysis of these system within the selected capitals of the EU member countries of Lithuania and Sweden, in order to provide a better understanding of how these EU Member States organise their review and remedies systems.

In first instance, taking into account the division defined within the paper "Public Procurement Review and Remedies Systems in the European Union", it is possible to start this analysis defining, the difference among these two countries, in terms of the type of system or court that they have. In first instance, Lithuania fall into the category of single system of public procurement review body, through the figure of "Ordinary Court" as a figure in charge of decision and consideration of claims procedures; sharing the same review structure, with other EU member states such as: Ireland, Portugal and the Netherlands.

In the other hand, Swedish review system belongs to the line of dual system, this last, is characterized in many of the cases by the division among civil law and public law. Likewise, within this system structure, remedies such as damages can be only taken or claimed under the figure of civil courts. And in the other hand, remedies that differ from the scope and lines of damages, are directly claimed through the figure of separate review bodies, for example, normal administrative courts. Moreover, every consideration or decision of public procurement reviews are uniquely defining under the figure of regular courts, plus the premise that, in Sweden separate review bodies are responsible for a set of aspects within the review procedure.

As it was exposed before, the review procedures require of the figure of a second interesting party or actor, in the manner, how the procedure was developed, at any stage of the procedure, even though being directly harmed by an alleged infringement. Therefore, in terms of the allowed actors to start the review procedure, within the case of sweden, it's allowed to give start this procedure for 2 different actors, in first instance the person of interest (tenderer) and secondly to the competition authorities, in terms of singular interest

towards the development of the contract award. What differs only with the second actor, in comparison with the case of Lithuania (European Commission, Final Study Report 2015).

Within the same line, if well, once started the procedure of review, the figure of contracting authority is not allowed to conclude the contract before the review body have covered the procedure and has defined a decision there within. Therefore, in terms of the time length for the suspension of the contract award, within the particular case of Lithuania, that period applies till a decision or resolution is taken on application for interim measures; while within the case of Sweden, that one, can reach an end at the earlier stage of the decision, is mean until the review. Important to highlight the fact that Lithuania is the EU member state with the highest maximum period, what is exactly 60 days, 15 days above the member state in line behind.

Starting from the general view, the Lithuanian public procurement remedies and review system is based on 3 independent instance stages of judicial review. Plus the availability of conciliation procedure, for ending, the figure of a public procurement office is limited. In terms of differences among the Swedish system, in the last, has the availability of a second separate 3-instance procedure in judicial reviews, addressed to deal with contracts above and below EC threshold; Moreover, within the case of Sweden, is not compulsory to complain to the contracting authority.

Once there is a interest to start the procedure of review of a specific public procurement procedure, within both member states, the figure and role of the courts are independent and in charge to take the decisions. The judges involved within the review procedures in both member states must to meet the requirements to be experienced and properly recognised with the figure of lawyers; while the national constitution guarantees for them the independent role.

Regarding with the last instance, in both member states, within the case of Lithuania, the Supreme court is the only court of cassation, located in the capital city Vilnius, while in Sweden, the administrative court of law is in charge of the last instance of procedure, it means, reviewing the decision of public procurements.

Within the framework of remedies, into the review procedure, in the case of Lithuania, the scope of remedies can be till the annulment of any procurement decision, besides the interim measures and the final form, the damages. Moreover, if a supplier within the territory of Lithuania has been affected for any form of harmed by a possible or proved infringement; that service provider can be framed within the scope of damages as a compensation.

Moreover, there is a particularity, that in cases where contracts have been wrong established, (Illegal conditions) within that terms, the last stage of the contract can be annulled. Moreover, within lithuania, the EU guidelines, that the contracts may not conclude before the dateline established by EU (updated to 10 days) in terms of the lenght of time for review procedures of public procurements in order to decide to submit or not the claims, is fully executed within the lithuanian public procurement review and remedies system.

In the other hand, the Swedish remedies framework includes or can overlay the 5 forms stated below:

- Annulment of individual award decisions
- An order to recommence award proceedings
- Interim measures
- Damages
- Periodic penalty payments (For utilities)

Evenly, within the case of Sweden, within it's remedies stage, the legal protection, and all it's effects, is just allowable against the decisions before the stage of conclusion of the contract. Moreover, the court have the power and faculties to order interim measures pending a final decision. For ending, the contract itself, and its effects, cannot be annulled, except in the case of fraud or illegal circumstances.

In terms to generate a general overview and analysis of the execution for a review and remedies procedure, within the EU member states, it is possible to define that within the territory of Lithuania, for public institutions and in general for public service organizations, the procedural law is regulated under the figure of the Code of Civil Procedure and somewhat endorsed on the public procurement law (PPL).

Regarding the costs necessary for the review procedure, these are clearly stipulated and regulated under the figure of code of civil procedure. Likewise, this procedure into lithuania, has a stamp fee or duty of € 290 ( European Commission, Final Report, P-66, 2015). In the other hand, into the final stage, after the decision or considerations regarding a specific procedure, whatever have been decided by the empowered body review; so thus, the actor or party that lose, then must to return back to the winner party all the costs incurred in the procedure, such as fees and so on.

All information exposed and demanded by the body review within the procedure, is considered confidential, and cannot be divulged to any third party without the consent of the

parties involved; However, the information, only in specific cases can be exposed to general interest (criminal issues/activities). The Public Procurement Law is basically what regulates, directly both manners of complaints, in first hand the formal complaints and then the informal complaints, both type of complaints, in matters of privatised utilities.

Likewise, within the territory of Lithuania, the specific period in which the court must review the claims or appeal, is within a length of time of 60 days. The decisions and the effects of these decision, taken by the Court of Appeals and also by the Supreme Court, those are published in the official report and equally in their respectively websites, generating somehow a stage of transparency. However, in order to get full access to this information for third parties, making an exception with the parties involved, it has a cost.

In the other hand, the pertinent procedural law into the Swedish public procurement procedure is regulated upon the Civil Court Procedure Code. Hence, in the case of Sweden, the court of law, have the power and the faculties to allow the inclusion of the figure of a "technical expert" in a specific situation, if there is a degree of need for it. In sweden, as equal as in the case of Lithuania, after the decision and consideration regarding a specific public procurement review procedure, the losing party in a claim for the scope of "Damages" has to give back the legal costs incurred by the winning party.

Some othere characteristics within the manner to develop the public procurement review system in sweden are the fact that:

- There are no mandatory forms for review proceedings, as well as there is not rigid time limit to reach a decision (Commonly length of time, 3 to 4 weeks)
- There are no fees in administrative courts
- Judgements are sent to the parties (Exception for cases of general interest)
- The decision are published through the yearly Reports of the Court, named the "Regeringsrttens rsbok"
- The Swedish review and remedies system regarding to utilities differ from other EU system in terms of the possibility to define periodic penalty payments.

If well is notable and directly linked the similarities among the public procurement review and remedies system of EU member states, in fact, the frame established by the European Union is addressed mainly to generate a degree of harmonization within the conditions and scope of the internal market. Also seeking the possibility to design proper scenarios for the execution of public procurement procedures, within a framework ( Remedies and Review

System) that could facilitate the procedures, in other words, a benchmark for any inconsistency or failure, toward the guidelines and laws stipulated by the EU in this field.

Likewise, still there are some particularities defined by the background of experiences faced across the time within the field of public administration within the cases of Lithuania and Sweden, that somehow can support the current manner to establish and develop this kind of support systems. Otherwise, besides the structural division of public institutions, generating scenarios of efficiency, being this the case of Sweden.

Moreover, public administration defined by rigid internal organizational cultures, where still there is a huge degree of bureaucracy (larger structure), it defines somehow the obstacles or barriers for the incursion of new tools or mechanisms, driven those by public management reforms. Oriented mechanisms to facilitate the function of public institutions, in all the stages. Offering the feasibility for better practices and then, better performance. Moreover, the implication of public servants and the commitment of these within the performance of public institutions, denotes the breaking point between the capacity of redefinition and restructuring of the scope of the current public institutions (Public Administration).

### **3.3 EU guidelines and directives upon the national public procurement systems of Sweden and Lithuania**

The EU legislation within the field of public procurement is addressed to strengthen the EU common market, through the way to ensure that all public contracts are awarded through a open, transparent and fair manner (European Commission 2016). Hence, in order to give start with this analysis, is important to understand the frame of legal actions within the European Union structure. This due to the influence upon the manner that can or can not act the member states; and within the context that matters in this paper, the public organizations and the scenario of public procurement. Therefore, within the structure of European Union, the legal actions, have different types of measures, each of them with particular effects and applications resources, such as regulations, directives, decisions and recommendations. More specifically, within the case of public procurement into the European Union, the prior legislation within this field, dating from 2004. Moreover, this legislation was framed within the scope of the 2 directives; in first hand, the Directive 2004/18/EC (COM/2011/0896 final) and then, the Directive 2004/17/EC (COM/2011/895 final). The first of these, was dealing directly upon the procedures and actions for the award of contracts for public works, within the areas of public supply and public service contracts; and then, the second directive, was

dealing in the matters to define the specific procurement procedures for organizations that operates within the sectors of transport, energy, water and postal services. (European Comission, 2016)

This legislation was aimed since the very beginning towards the transparent and open awarding of public procurement contracts to all companies, supported through the fulfilment of stated EU objectives, such as the simplification of procedures, in order to make them, easily and clear for all parties involved; this, through the incursion of new mechanisms with high degree of modernization (new technologies), and finally the enforcement of greater flexibility, this in every stage of these procedures. Moreover, three years after that European Commission had issued the suggestions to amend both directives, on the 26 February 2014, the European Parliament and the Council of the European Union, adopted a new legislation framed within the scope of 3 new directives, stated below: (European Comission, 2016)

- Directive 2014/23/EU on the award of concession contracts
- Directive 2014/24/EU on public procurement
- Directive 2014/25/EU on procurement by entities operating in the water, energy, transport and postal services sectors

Therefore, were repealed the two prior 2004 directives on april 17, 2016, which mean that, maximum till that day, the EU member states must have had to transpose the new directives into their national law system, with a unique and only exception, within the e-procurement. (Different Deadline) So, the aims to make more efficient and simplify the procedures of public procurement for the parties involved, besides, the idea to generate the best value for money for public purchases, while at the same time responding properly to the current dynamic of competition among private and public organizations, have made necessary such changes stated above.

Therefore, these new directives are intend to simplify even more the public procurement procedures into European Union, through a greater flexible performance, what will generate undoubtedly benefits to all parties, with an important interest toward the small and medium-sized enterprises, in order to offer an easier access to public procurement procedures.

It is expected that behind this newly legal framework, the public procurement scenario will reach through the simplification of procedures, a market with a major scope, enlarging the possibilities of benefits to every actor. Among the new mechanisms involved into the new rules, appears the electronic self-declaration for bidders (ESPD), which is intended to

increase the efficiency of the public procurement system, while reducing the bureaucratic procedures of documentation, in that way, e-procurement would generate significant savings for all the structure of public organizations. Likewise through this new rules, there will be an important interest towards the fields of social integration and innovation.

According to European Commission, beyond the accomplishment of long term objectives, such as the EU 2020, there are short-term objectives established around the creation of proper conditions for the enforcement and strengthening of long term scenarios. (for example, public procurement). In that way, the scenario of public procurement under the new legal framework within the EU, seeks to reach a set of objectives through the enforcement of the public procurement strategy, this, aimed mainly to:

- Enhance the professionalisation of public buyers
- Promote the strategic incursion of green public procurement
- Prevent corruption by the generation of integrity (high degree of transparency)
- Promote the use of innovative procurement through the figure and role of Central Purchasing Bodies (CPBs).
- Incursion of socially responsible public procurement (SRPP) and Public Procurement of Innovative solutions (PPI),

For ending, within the same line of current EU public procurement reform, according to the European Commission 2016, there is an important interest towards the availability of procurement scenarios with less bureaucracy and higher efficiency; therefore, with the newly directives applied upon the public procurement, the manner to develop these procedures, would be characterize by a digital revolution, towards the incursion of IT solutions and tools. Moreover, cut red tape and finally, a stage more efficient and more business-friendly towards the welfare of the society and actors involved, is basically the framework established to accomplish through the current strategy. In that way, the reform of public procurement has implemented new elements in 4 main areas, such as: (European Commission 2016)

1. ***Higher efficiency, more eProcurement and easier participation for SMEs:*** *In order to generate a notable increase of efficiency, the new legal framework includes the availability of a new electronic self-declaration for bidders (involvement of SMEs).*
2. ***Modernising public services and slashing administrative burden:*** *Meanwhile, increasing the competition among member states, it would generate a stage of greater*



*flexibility and major innovation; allowing member states to have better value for money.*

- 3. **Addressing societal challenges through public procurement:** Promote the incursion of new award criteria in contract towards a deeper or nearest emphasis on environmental considerations, such as eco-innovation and green projects.*
- 4. **Preventing corruption: Creating a culture of integrity and fair play:** Availability of a proper equal and transparent framework for the process of evaluation and selection of bidders.*

In that way, after all covered areas through the framework of EU, within the scenario of public procurement procedures, is possible to perceive, that EU is seeking to improve the scenario of public procurements through the strengthening of areas such as transparency, efficiency and performance measurement. Leading the execution of these procedures towards the lines of major accountability and responsiveness towards the needs of EU citizens.

#### **4. NEW PUBLIC MANAGEMENT PRINCIPLES AND INSTRUMENTS IN PUBLIC PROCUREMENTS IN STOCKHOLM AND VILNIUS MUNICIPALITIES**

This chapter would focus directly upon the analysis of the data acquired from the empirical tools implemented, questionnaire and interview. The first mentioned, developed as a pilot test within the municipalities, administrative districts and public procurement agencies of Sweden and Vilnius, more specific, within the capital cities of each. In the second part, the interviews, that were developed through mixed media, such as email, presential and finally through video-cam. Moreover, is important to highlight the fact that, this chapter is fully addresses to the first two research questions of this research:

1. What sort of management principles are being used nowadays in Public Procurements?
2. What is the level of acceptance of new public management principles in Public Procurements?

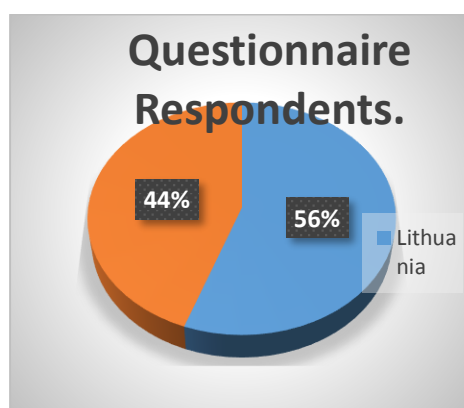
##### **Characteristic of the respondents of Questionnaire:**

In order to start, important to understand that questionnaires were developed with the aim to recognize purely, what sort of management principles are being used nowadays in Public Procurements in the municipalities of the samples selected.

The development of the questionnaire as a pilot test, was developed on 27 responses of public servants in public procurement agencies, administrative districts and finally municipalities of Stockholm and Vilnius during the months of March and April 2016. Important to highlight in this section, that 4 questionnaires were developed into Siauliai public procurement district, and these were the only ones developed through printed version; due to the rest were through Google spreadsheet form online. Likewise, among the public servants that completed the questionnaire, there were respondents in positions such as, Chief officer, International Relations Officer, Investigator/administrator and Chief Manager among others positions; equally, important to denote that this section was not mandatory to respond.

Moreover, in order to give start with the analysis of data; is pertinent present the fact that 15 questionnaires were developed into Lithuania and 12 into Sweden. (See Graph 4.1)

**Graph 4.1 Respondents Nationality**



Country	Number R.
Lithuania	15
Sweden	12

*Note: this graph includes fully all respondents, those through email and printed version as well.*

#### **4.1 Current Scope of New Public Management Principles**

When the theme of new public management is taken into consideration for debate or analysis by scholars, managers and public servants, there is not doubt or way to wonder that this frame has been spread so faster and strong, through a cover letter of “ NPM Principles ” into public organizations around the world. ( Bouckaert, 2000).

Likewise, strongly supported, as a reference point for the new public management trend, the idea and aim to lead public institutions towards a scenarios more cost-effective. Characterized these by greatest focus on results rather than inputs or procedures; simultaneously with performances more transparent. What present more freedom conditions for managers, in order to define and implement management approaches (from private sector) and in that way, providing an improving in the image and scope of government institutions actions. No thereby the frame of new public management has become in the reference lines of the government institutions to reach structural reforms since early years of eighties. (Roland M Almqvist 2004)

The scope reached by the principles of NPM upon the reform of public sector, has been cataloged directly as a serie of specific changes across the structure and processes of public institutions in order to provide a serie of improvements (Better Performance). In essence, the scope was characterized mainly through facts such as, flat structures of performance, monitoring and motivational systems in order to increased productivity of public servants and the application of IT tools as a support columns of spread. In this manner, the principles are being exposing as a set of potential initiatives with particular applicability, through facts of flexibility and adaptability.

Therefore, the aim to cover and re-define the oversizing of current government structure, the NPM trend, intends to deal with the internal management culture of public institutions, developing a re-focus towards a performance focus on outputs, transparent stages, individual management practices, this with the incursion as much as possible of mechanism and practices from private sector; and thus, give end, first to the structures and then to the internal models of performance framed for bureaucratic and inefficient actions, through the spread of decentralization actions, providing an important increase on the degree of customer oriented approach, and consequently, implicating, organizations with more efficient and effective performance.

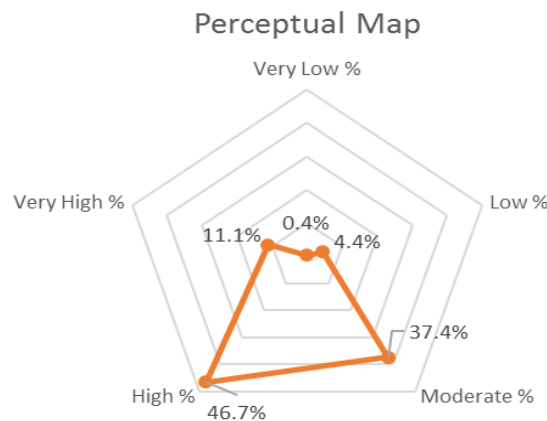
The following sections intends to discuss and analyse the findings obtained from the developing of the test pilot "Questionnaire" across municipalities, administrative districts and public procurement agencies into the selected capital cities of Sweden and Lithuania, plus the particularity of the 4 questionnaire developed in siauliai public procurement office. Moreover, Due to the nature and complexity of the target scenario "Public Procurement Procedures" and the respondents; the theme did not require a filter of the position or gender, basic filter categories used in questionnaires, the aim of the pilot test goes beyond this fact, and stay alongside the implication of what sort of management principles are being used nowadays in Public Procurements in these municipalities.

#### **4.1.1 Review of the Most Successful Improvements**

The first question exposed in the questionnaire, asked to the public servants to give a rate or put a label of improvement among 10 organizational areas during the evaluation period of last 6 years, that were previously emphasized (Theoretical Foundation-Practice). This as fundamental cores of development through the reform proposed by New Public Management in public sector institutions. Therefore, the aim was to look for a mark or a label from 5 answer categories, starting from down to up, "Very Low" to "Very High" (See Appendix B). The idea to have 5 options of answer, for each area's improvement evaluation, was to enabling the public servants to position theirselves in the middle of the individual perception of improvement, being their point of view represented in agreement of this.

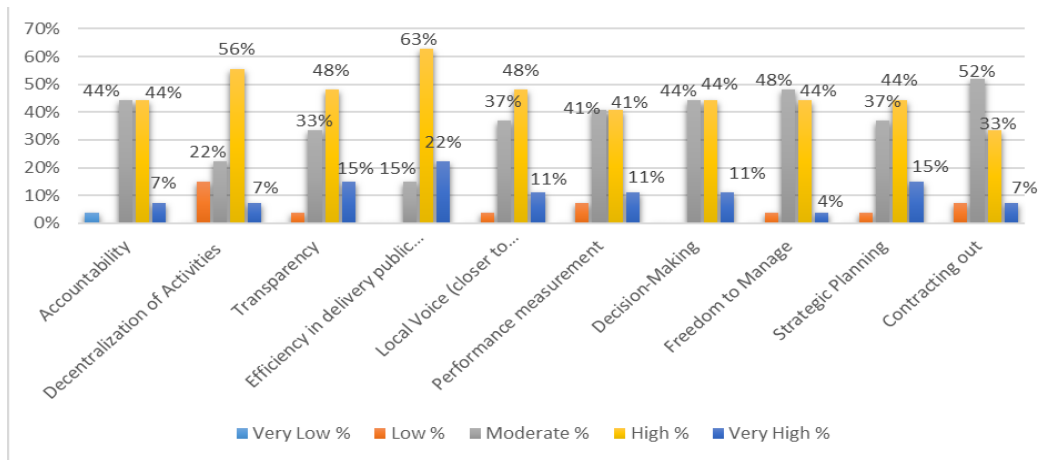
If well the current scenarios of public institutions around the world are constantly getting significant improvements in all aspects and areas, still there are some lines, where still is necessary to get improvement; In this case, the data acquired from the public servants point of view, let perceive a good-positive label of improvements in public organization areas in the last 6 years through the lines of new public management principles, and in terms of the general perception of improvements, was found that, most respondents define it as "High", in terms of the total score of 46.7% for this label in the question, followed by the 37.4% of the Moderate label. Likewise, important to denote the fact that, even so, clasping, the labels of Very Low and Low, these only reach a total score of 4.8% of perception of improvement in the areas analyzed, what can define in general terms, a positive course of actions into public institutions management; Therefore, the Perceptual Map below, denotes the label categories for the first question of the pilot test, intended to denotes the successful improvements in areas of public organizations exposed by the respondents. (See Figure below)

**Figure 4.1.1 Perceptual Map of Label categories**



The breakdown of criteria for this first question of the questionnaire is shown below in Graph 4.1.1 indicating through percentage, the criteria of evaluation for the improvements perceived in all areas, offering a significant similarity and patterns of perception of improvement for whole group.

**Graph 4.1.1.1 Areas with the most successful improvement**



In order to have a better overview of the graph, if well the tendency of answer were quite close among the labels Moderate and High, as already was exposed, important to go deep in specific to the areas, such as "Efficiency in delivering public outputs", due to, for example within this line, the trend shifted; due to this area score 63% of High improvement perception, plus the particularity to be label followed by Very High with a score of 22%, what can denotes an important relief in terms of the main aim of public institutions, the accomplishment of needs and wishes of citizens. Evenly, the area of decentralization activities, being this one of the most commonly implemented principle exposed by the frame of New Public Management, reach a score label of High 56%, with a gap difference of 34% to the below moderate perception. In the same way, important to denote that if well just the areas of Freedom to manage (Flexibility) and Contracting out, were those only which reach a label of moderate above the answer tendency "high". Equally, only the second area in matter, Contracting out, presented an important difference gap 19% with the followed label.

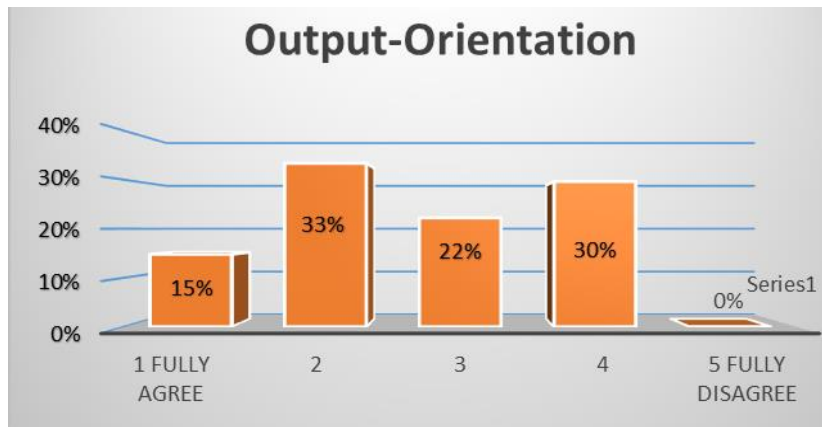
#### **4.1.2 Current Public Management Techniques and Approaches**

The second section of the questionnaire was made up of 6 questions, focused on obtaining information about the personal perception of public servants towards current Public Management techniques and mechanism implemented within their organizations; more specific, towards the main public management principles denoted by the trend of New public management in order to face directly main problems or failures of public administration, those such as, lack of accountability and efficiency, lack of transparency, shortage of active top visible management, absence of flexibility and the last, lack of quality outputs

The second section started asking, if within all levels of the organization that they belong have been fully expressed, the goals and targets to reach, to what the majority answered positively, 25 out of the 27 public servants, what comprises 93% of the respondents, important outcomes regards the alignment of efforts for the improvement of the stage of outcomes, highly demanded by citizens. (see Appendix B), however, quite intriguing the fact to still find stages like this nowadays, where workers dont know the path and the goals to be achieved. In the other hand, a fact strongly related with the exposed before, was asked to the civil servants regarding the theme of management approach, more specifically about organization's orientation, the idea was to recognize the level of agreement regarding the focus on results rather than procedures or incomes, being this lines, somehow criticized by current management approaches aimed to improve the performance of public institutions alongside the public servants commitment. Moreover, the results obtained didn't fully matched with the outcomes of the previous question, this due to, the manner how there was almost 41% sharing the breaking line towards the fully disagreement;

Nevertheless, the highest answer was framed within the answer option 2, that would be categorized Almost Fully Agree, with a score of 33%, double of the highest label category that scored barely 15%, even the difficulty to measuring objectively the public sector outcomes, like for example, the quality fact. Still is important to focus, in the fact that the highest answer just reach a 3 percent above the Almost fully Disagree, which does not allow to perceive a total picture of the context of current management approach within public institutions, what defines a blurry picture of thi stage. Even so, something that gives relief, is the fact that the lower category, did not reach any score, what can present a relief scenario, where public institutions are changing positively the manner to act. (See Figure 4.1.2 Below) Likewise, important to denote that this findings, somehow, define a step closer to better performance of public institutions, even, when the current management approaches within the public sector, requires from public organizations a full commitment of its employees alongside a general political commitment structure for it; in order to reach better outcomes, to satisfy fully the needs and wishes of a complex and changed market.

**Figure 4.1.2 Management Approach**

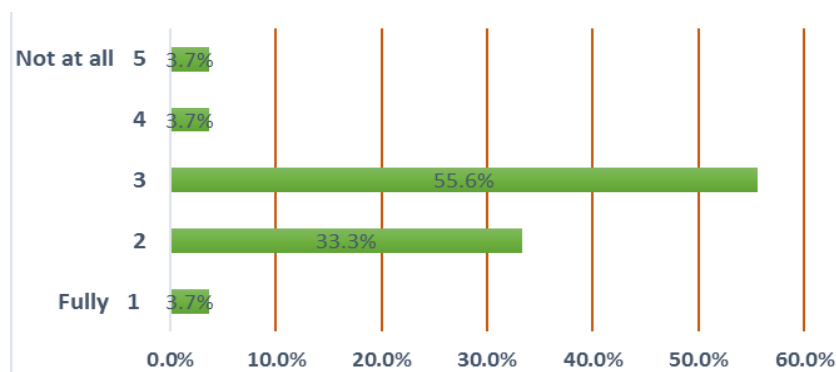


Answer	1 Fully Agree	2	3	4	5 Fully Disagree	Total Answers
No. R	4	9	6	8	0	27
%	15%	33%	22%	30%	0%	100%

Source: Made by actor

On the other hand, if well the new public management reform encourages strongly the use of private sector management mechanism and tools, as it is denoted in the sixth principle of this trend, where the idea of this, is to move away from the traditional public manner to work, towards a more flexibility structures and mechanism regarding the hiring procedures, compensation manners, paying issues among others internal actions. Therefore, one of the question within this sections, was addressed to reveal the incursion of private management practices and techniques within public organizations, in a scale from 1 to 5, where the category 1 was fully and 5 not at all. (See graph below)

**Figure 4.1.2.1 Incursion of private management practices**



Source: Made by actor

The findings obtained from this answer, showed an evident neutral score, with 55.6% of the respondents that gave a mark within the category 3; showing an ambiguity among the incursion and support of private management practices in public institutions. Otherwise, if



well the opposite categories 1 and 5 have the same score 3.7%, an important fact that has to be highlighted, is the 33.3% score obtained by the category 2, offering at least, a less blurry image of the longed landscape of better practices and mechanism in the performance of public organizations.

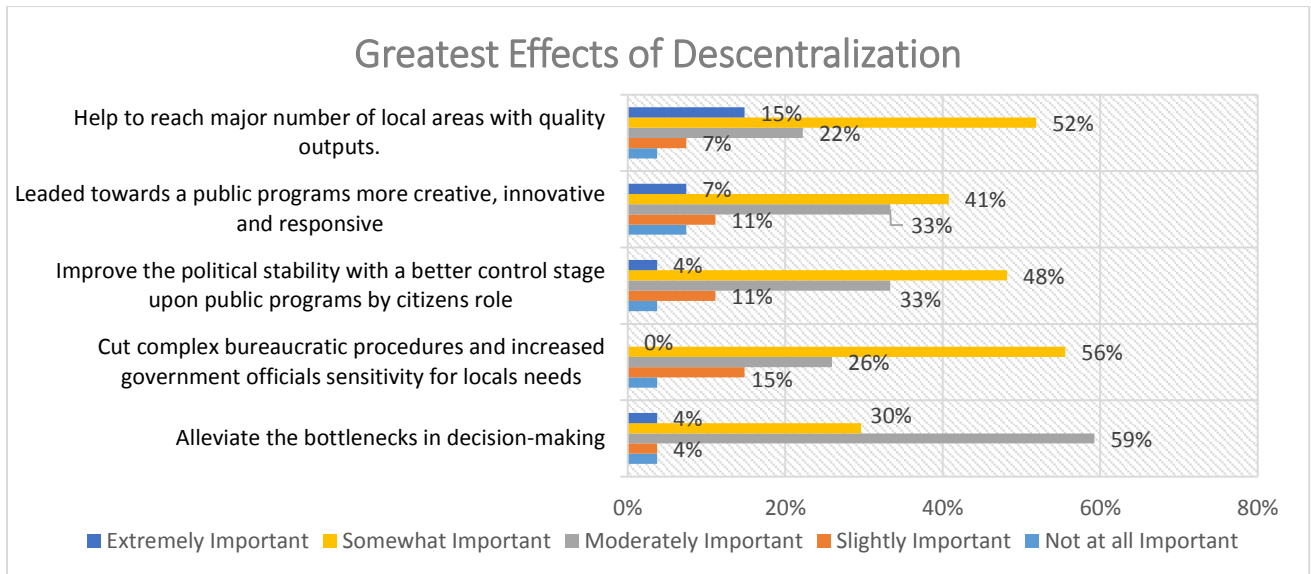
Moreover, in line with Hoods fifth principle, relative to the importance of increase competition, between both possible scenarios, between public organizations or well between private sector organizations and public sector organizations. If well the public sector, have been framing under the line of a monopolistic market, well through the doctrines established by the reform of NPM, the idea is to foster the creation of a open and fair public sector market, in terms of a wide use of suppliers and agencies, while giving an improvement into quality of the goods and services provided, what is so much important from the perspective of responsiveness towards the needs and wishes of citizens. Therefore, as a closed question, was asked the fact if the enforcement of competition within the public sector, encourage a better performance stage while generating a better outcomes, to the which 89% of the respondents say yes, in contrariness with the 11% that support the fact that competition does not encourage the availability of these scenarios.

Finally, the last questions within this sections, were addressed to the fourth principle, the disaggregation or decentralization of units in public organizations. if well, authors such pollitt and Hood defined the decentralization as a solve mechanism for the bureaucratic problem, offering an effective separation of basic management functions, like, the policy-making function from the policy implementation. If well the idea is to reach major flexibility, this one demands from a delegation top-down of authority or freedom to manage, offering at the same time, a closer scenario for customer oriented approach, crucial stage for the improve of outcomes of services and goods of public sector. In this way, one of the two questions defined the fact to reveal if there is or there is not disaggregation actions, in general terms. The findings obtained defined a resounding 96.3% assertion regarding the use of decentralization actions.

Moreover, the findings within this principle can go more further, in deep in terms to find out the greatest effects of decentralization actions into public institutions, so, the question number 8 was claimed to reveal this stage. Therefore, among 5 categories of answer, defined from

down to up, Not at all important till Extremely important, the aim was to recognize 5 of the strongest effects framed by scholars within this doctrine. (See Figure Below)

**Figure 4.1.2.2 Decentralization Effects**



Source: Made by actor

If well, there was a important tendency among the total answers in this question, this one was characterized by the 45% of "Somewhat Important" answers obtained, followed by the 35% of "Moderately Important" among all categories. In other words, what's mean that from 5 scenarios, in 4 the category "Somewhat Important" was the highest, breaking this tendency only in the last scenario, which comprises the fact alleviate the bottlenecks in decision-making procedures, where it was defined as second strong score, only behind the 59% of the category "Moderately Important". Likewise within this question, there is a special condition of an average gap between each other answer about more or less 30% upon the effects of decentralization in the 5 scenarios analyzed. In the first scenario exposed, the aim was to perceived the effects of decentralization upon the more coverage of local areas, presenting this the particularity to have the highest "Extremely Important" category answer from whole question, with a score of 15%.

Within the second scenario, that was regarding the improvement of public programs, in a more innovative and responsive manner, this one, presents the particularity to have the categories "Extremely Important" and "Not at all Important" with the same score, its mean 7%. Likewise, within this scenario, the gap difference between the highest category "Somewhat Important" with a score of 41% and "Moderately important" with 33% respectively, is the shorter all of scenarios in terms of first and second selection. Among the

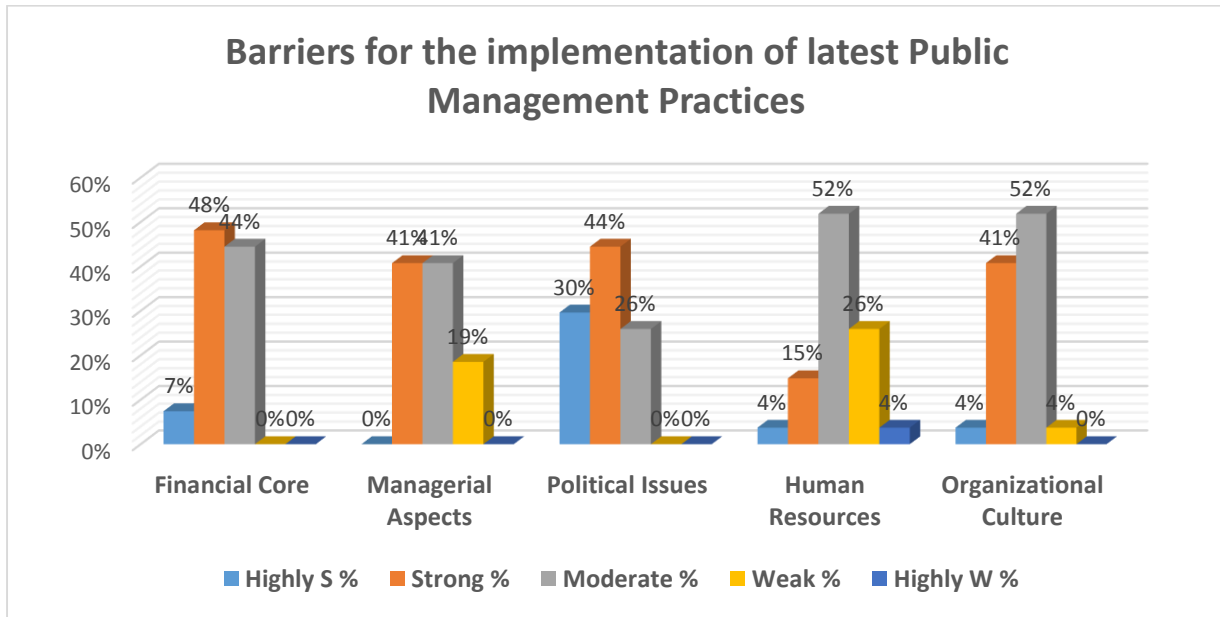
third and fourth scenario the results are quite similar, in terms of category selection, due to in both scenarios, the respondents chosen the category "Somewhat Important" as main answer criteria for the perception of effects of this doctrine over these stages, with 41% and 48% respectively.

Moreover, it was followed by the category "Moderately Important" and then by "Slightly important" with a score of 11% and 15% respectively. Within the 4 scenario, there is an important fact to denote, and is the lack of "Extremely Important" category, being this the only scenario without this answer. Even when, this doctrine of decentralization, is catalogued as crucial mechanism for cutting of bureaucratic behaviors within organizations. For ending, the last scenario, relative to alleviate the bottlenecks in the decision-making process, reveals that is the only scenario with the category "Moderately Important" above the others, with a score of 59%, what's mean 29% more than the "Somewhat Important", the second category. Furthermore, at the same time, this category is the highest score among all answer options, alike, this scenario presented a triple draw among the others categories, all of them with a score of 4%.

#### **4.1.3 Review of Obstacles and Constraints for Better Public Management**

Within this subchapter, will be addressed to analyze the results from 3 questions, In first instance, the question number 10, was established in order to find out the biggest barriers that exist for the implementation of newest public management practices into public institutions, and therefore, were given 5 areas or cores with the idea to receive a label from 5 categories, from down to up, from Highly weak till Highly Strong. (See Figure 4.1.3 below)

**Figure 4.1.3 Barriers for the Implementation of Public Management Practices**



Source: Made by actor

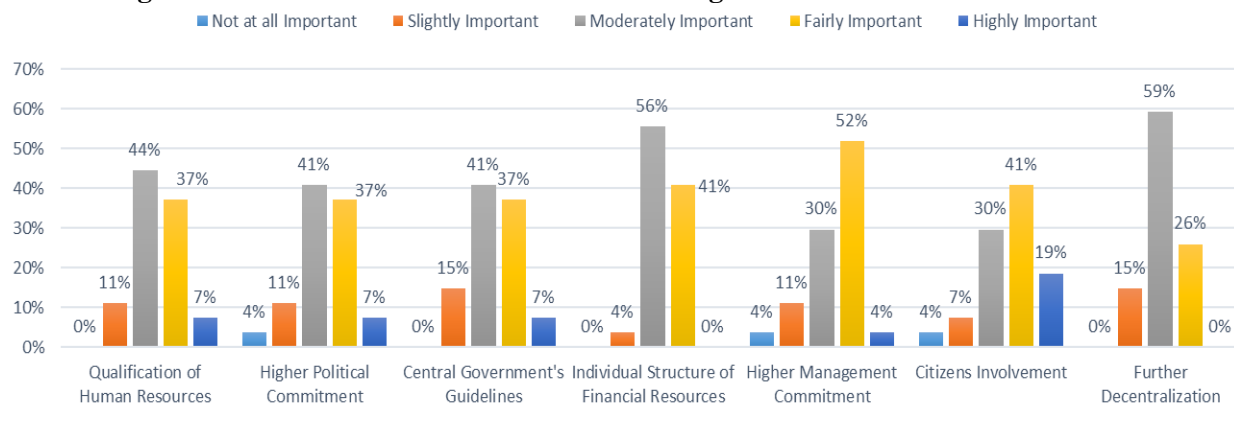
Furthermore, within this line, is relevant to denote, that the area of Political Issues, was the area with the highest category, "Highly Strong" with a score of 30%, just behind the category "Strong" with a score of 44%, presenting an important finding in terms of the political commitment in order to generate scenarios with better public management approaches and practices, this can be supported by the fact of current oversized and rigid structure of government bodies, likewise the tendency of lower competition for hiring procedures, supported by the fact of long term positions/charge into public institutions, blocking the entrance of new knowledge and skills into public administration; This previous line, are supported as well by the findings in the area of organizational culture, which got a score of 41% under the category of "Strong", determining this complex stage of old public management practices.

On the other hand, the Financial area, perceived the highest score under the category of Strong, with a 48%, followed so close by the 44% of Moderate; it is important to denote that, this area did not reach any score under the two lower categories, denoting the relevance towards the commitment of this area into the redefinition of public sector structures. If well the highest category did not reach that much, still the strong category defines an important background to take into account, although it is known that financial aspects are that much implicate within the restructuring of the public administration. In terms of managerial aspects, this area was the only one without the perception of highly strong barrier, but on the other hand, it reached a double draw of score among the categories of Strong and Moderate,

with a score of 41%. To finish with this question, under the area of Human Resources, this one, was framing under the category of Moderate with a score of 52%, just above the second chosen label Weak with 25%, this last, the stronger score of this category, sharing the particularity to have as well the lowest rate of the Strong Category among all areas.

For ending the chapter of analysis of questionnaire data, as a pilot test, the last questions were addressed towards the degree of relevance of some facts, in order to improve the public management within the specific stage of public procurement. Therefore, among 7 facts, there were 5 categories in order to give a label to each of those facts.

**Figure 4.1.3.1 Relevance Areas for Better Management of Public Procurements**



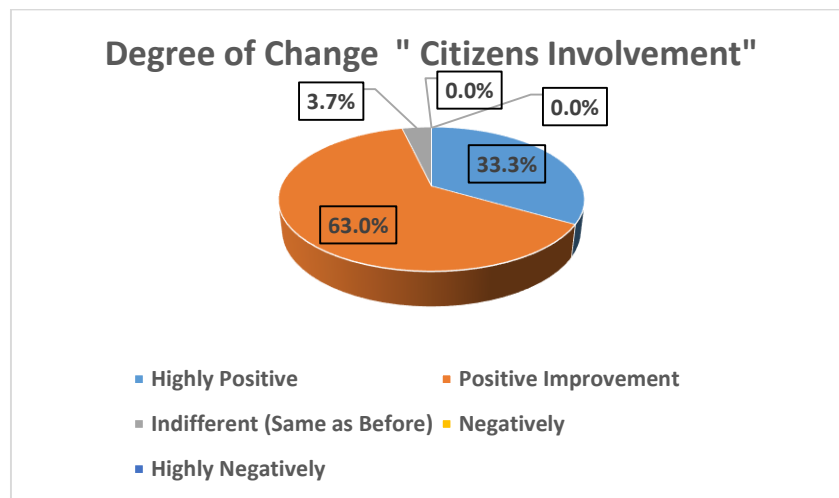
Source: Made by actor

Giving start with the analysis, is pertinent to cover the area of further decentralization processes, due to within this, there was the highest degree of relevance among all categories labels with a score of 59% under the category of Moderately Important, likewise this area plus the area of Individual structure of financial resources, have the distinction of targeting the answers within just 3 categories of label, without any mark into the labels of "Highly Important" and "Not at all important". What leave a space for analysis relative the acceptability towards this mechanism and areas in the improvement of public management by public servants. Moreover, in the side of Citizens' Involvement, this area got the score of 41% Fairly important, plus the highest score of highly important label category with a score of 19%; being this one of the main task exposed by EU member states, in order to generate a greater sense of belonging towards the public institutions procedures, in order to coordinate and generate a strong general commitment, in terms of the joint of citizens commitment and political commitment, towards the execution of efficient results with a higher degree of responsiveness to the citizens' welfare. On the other hand, areas such as Better Qualification of Human Resources, Higher Political Commitment and Central Government almost the same

evaluation in terms of degree of relevance. Likewise, the area of Higher Management Commitment presented the highest Fairly Important label with a score of 52%.

Although is not indicated into Hood's doctrines list, there is not doubt among scholars and managers, that customer-oriented approach or closeness to citizens involvement is a crucial stage into the development of New Public Management Reform, in fact, they are the recipients of goods and services and therefore, the raters of quality and responsiveness in terms of efficiency and effectiveness.

**Figure 4.1.3.2 Citizens Involvement**



Source: Made by actor

Therefore, within the questionnaire, there was a question addressed to reveal the degree of changes perceived in the stage of "citizens involvement" as a result of implementing new public management techniques, and the findings denotes the fact that 63% of the respondents define it as Positive Improvement, while the other 33.3 % lean towards Highly positive Improvement, what shows an important step forward towards the support and the consolidation of this public administration reform. Moreover with a total score of 96.3%, among the two highest labels. In that way, this results revealed the fact that even, into a complex and changing environment, vindicating a series of positive antecedents perceived since the early beginning stage of application of these doctrines into public sector organizations, the tools and set of actions proposed by the reform of NPM is perceived among various principles used in current public procurement procedures. Therefore, the set of mechanisms and tools targeted towards the main failures of public sector (doctrines); in order to redefining and re-establish the public administration, without doubt have supported the

thesis that the doctrines or principles of new public management is shown as a viable and reliable solution in current procedures.

#### **4.2 Findings of perception and acceptance of new public management principles in Public Procurement**

The following section displays the findings within the analysis of the data gathered from the interviews relative the perception and acceptance of new public management principles in public procurement within the selected sample of Sweden and Lithuania. Besides the defined support, under the scope as a scientific background, for the analysis of the outcomes obtained from the cases of Spain and Czech Republic. ( See Appendix C, Summary of responses)

To begin with, there is not doubt that, public reforms faced across the time within the field of public administration, have left important contributions and implications in the current manner of how public institutions perform their duties (Pollitt, C. 2004). Therefore, is important to analyse the scenarios of public institutions nowadays. (Maesschalck, J. 2004). Within the same line, If well, through the time, the main analysis and observations regarding new public management reform have been focused within the field or stage of theoretical considerations, it is highly exposed by authors, the fact of the lack of deep reviews of this reform, from a practical perspective. (K. Scim 2005; Roland M Almqvist 2004).

In this way, from a turning point, in terms of the redefinition of the public management scope within the public organizations nowadays, it is feasible to link the strong background and the deep influences of the new public management doctrines within the manner how act the public institutions; meanwhile, as well like the backing stage for the new public management reforms (Good governance and so on). Likewise, towards the idea to cover the scenarios and scope of performance of public sector institutions, is possible to address the assumption that, it could be defined by a set of particularities, that varies among countries, in terms of a line of experiences, influences and aims, in order to select the appropriate approach to guide the manner to work.

Furthermore, within this context of analysis of perception and acceptance of new public management principles or doctrines into the public procurement, it's highly crucial to take as a start point, the EU legal framework and its influence within the execution and scope of the public reforms into the member states. Likewise, there is not doubt that the framework of directives and rules of EU defines in important manner, the scenarios of incursion of new

public management doctrines within the nation legislation of the member states, such as within the cases of Lithuania and Sweden.

Moreover, in base of the principles established by the EU structure, mainly like, interest towards the improvement of the scenario of competition into public procurements, accountability and value for money ; are some of the EU principles and aims, that have direct relation and synergy with the doctrines of new public management and the mechanism and set of actions already implemented into national public procurements.

If well, in both member states is possible to perceive the availability of mechanism and tools that fit within the "Menu" of doctrines exposed under the line of new public management; despite, the relevant and important length of time, from the very beginning of this reform, a reform characterized by 3 decades of experience background, generating improvements in recent application. plus its implications and contributions across the time within the public administration in general.

In this way, if well, within the case of sweden, is possible to perceive a stronger scenarios of new doctrines, such as decentralization of units, in great number, within the national and local level too, interest towards outputs controls, these under the figure of monitoring mechanism, and the closeness towards the private sector management approach among others; What at the end, can be define in some manner, the current scenario of Sweden in terms of management within public institutions. This, somehow, supported by the degree of implications of the vast experience within the redefinition and restructuring of public administration itself across the time, so far in comparisson with the lithuanian version.

Moreover, in Sweden, the role in the implication and commitment of all national legislative bodies within the field of public procurement towards the redefinition and restructuring of the manner of act, defines a benchmark and also a point of difference, among the other EU member states; this, in terms of the strong acceptance and implementation of new doctrines, that facilitates the improvement of all areas of public institutions, while simultaneously, encourage the constant evolution and general progress of the scope of public sector. Likewise, is possible to perceive that the acceptance of public reform doctrines, such as the new public management principles, have a huge incidence, as from the internal organization culture available to the swedish public institutions. The stages of co-ordination and co-operation within swedish public institutions ( Through the figure of public servants) framing a step forward in the analysis of adaptability and flexibility.



For ending with the first part of this analysis, is important to cover the scope of the role designated to the citizens (including public servants) within Sweden; if well, the constant commitment and motivation of these actors, is reached, first and foremost by individual and national intention towards the improvement of general welfare, and then through the availability of a set of mechanisms that encourage the involvement of them within the execution of efficient outcomes, within the public sector. What at the end of the day, facilitates the achievement of institutional aims, presenting a scenario of resources saving (customer oriented approaches); and likewise, supporting and following directly, the legal framework and guidelines, defined by national and local bodies

In the other hand, regarding the case of Lithuania, it is possible to perceive the particularity that, if still, there are notable implications of the doctrines and mechanisms within the current manner to perform public procurement in behalf of public institutions, these such as greater outcomes control, within the line of transparency and responsiveness implication; likewise, it is possible to denote, that there is not a full clear picture regarding the scope and effects of these, within the improvement of the procedures. If well the principles or doctrines are somehow full accepted; still the rigid organizational division and the lack of assignment of responsibilities to sub-units (lack of presence of two principles) denotes a scenario not-fully ready for a deep transformation of public management.

Moreover, somehow, is possible to perceive a degree of disbelief towards the advantages and facilities offered by the new public management doctrines. If well, the transition towards new public management reforms is taking longer within the Lithuanian public institutions, perhaps, in terms of the lack of organizational's commitment.

If well, Lithuanian national bodies have been following carefully the directives and recommendation from the EU framework, still, internal institutional problems requires from a set of actions and mechanism, in order to foster the proper conditions for public scenarios in matters of local level; even when the main force for transition and for the implementation of new doctrines is the Lithuanian law itself (National Bodies framework, regulations), this given in terms of "obligation" "orders" for the changes in the manner to perform. In the same line, the social commitment, given in terms of citizens involvement and public servants (motivation and engagement) within the matters of public institutions, is an extra task for the Lithuanian public sector institutions.

## **FINDINGS AND CONCLUSIONS**

After have finished and having analyzed the results obtained from this research paper, I found relevant to state the following findings and conclusions:

- On basis of theoretical scientific conception and the practical context; is possible to indicate the directly implication and relevance of the new public management principles within the improvement of public sector performance. (Varying the degree of implication among nations' experiences with NPM model) Moreover, is possible to denote that the doctrines or principles exposed by the model of new public management, across the time, has influenced considerably the mode of execution and performance of how currently public procurement procedures are developing by public bodies, turning these procedures in more transparent, efficient and open-fair to all stakeholders.
- If well, is quite hard to define the singular relevance of each principle of the new public management reform within the public procurement procedures of a specific country, still is highly notable the implication of 4 principles within these national procedures. In first hand, the fomentation of open and fair competition within these procedures, in order to get better outcomes (High standards) through greater competition. Moreover, outputs control and decentralization of units, can be fit within the current scenarios of "Monitoring and Evaluation" into public procurement procedures. In that way that, nowadays public institutions have moved towards the delegation of these tasks to separate units (Case of Sweden), while implementing constant programs and actions towards the control and monitoring of outputs; seeking to enhance the procedures, in order to do more with less. (Discipline in the use of resources)
- Facts such as rigid and large structures, besides the application of obsolete systems of monitoring and inaccurate strategies of management, are part of the main variables that doesn't allow to perceive a proper level of efficiency and transparency in the outcomes presented by public procurement nowadays. Likewise, organizational cultures characterized by corruptive behaviors and high level of bureaucracy, make part of the critical aspects that influence the level of efficiency and transparency perceived in the outcomes.

- The framework of new public management principles has been and is still accepted within the procedures of public procurements and in general over all the areas of public sector. Likewise, its contributions towards the foster of competition and accountability, among others doctrines, binds perfectly within the basic conditions of a better scenario of public procurement, yearned nowadays by every country. Likewise, despite the fact, that some features and implication of these doctrines aren't yet fully understood within the internal structure of public institutions, still, the acceptance and efforts towards the proper implementation of these, are enough strong to support the assumption that these doctrines tend to improve strongly the public management.
- Although, positive impacts are well recognized from this reform, even from the empirical evidence as do from the theoretical, in terms to generate improvements such as efficiency and accountability, among other areas. Still, is not possible to generate a full presumption towards the unique direct influence upon these variables. Moreover, important to denote, the implication of NPM principles within the re-definition and re-structuring of the nowadays public institutions structure. For ending, is important to keep in mind, the fact that, new public management, is categorized as an open-optional "box", (choose what need) and also the particularity that, public sector institutions don't rely in an unique model of public management. ( varying in each country)
- There is not doubt that Lithuania as do other EU member states, have been tracking the trend of constant incursion and adaptation of new public management reforms across the time; and based on that, and taking into account the manner in how public procurement procedures have been designed and performed within the Lithuanian public organizations; after all, even so, is still possible to perceive a degree of delay in the manner of how those reforms contributions have been adopted within the lithuanian public organizations. No just within the criteria of relevance and adaptation, but goes beyond of that.
- If well, the frame and scope of new public management principles has been appointed generally towards an univeral application, even so, is highly necessary and important, make tackle to the implications and particularities that can define the basic scenario conditions for its implementation. Due to is not easy to determine whether new public management principles are fully suitable for the characteristics and existing

conditions of a specific country, (Sweden and Lithuania), this, given in terms of organizational structures, political and organizational commitment, monitoring and evaluation scenarios, among others; what denotes the need of a "pre-transition period" in order to reach basic conditions, as equally as can be defined as benchmark for a successful or a failed implementation.

- The availability of an efficient and dynamic public management framework in Sweden, rely strongly within the coordination and cooperation of public institutions; besides the execution of set of methods and actions towards the potential areas of their public sector system. Moreover, the current Swedish scenario of public procurement, is highly based on the strong antecedents of their experiences, in general with public reforms and particularly, within the frame of new public management model. Highly different in comparison with others countries, that doesn't count with this condition or advantage. (case of Lithuania) In other words, the experience denotes a benchmark, in terms, of the appropriate conditions for a proper implementation of these doctrines within the public sector. In this way, the particularity to have implemented mechanism and tools in proper manner across the time, have defined the current efficient public management approach of their public institutions.
- Besides the two assumptions proven within this research, in first hand, the fact that there are direct contributions from the NPM principles within the betterment of public procurement and then, the fact that public procurement scenarios, are the most vulnerable and risky stage within public institutions. Based on that, is possible to indicate that the public management within these procedures goes far beyond the facts such as monitoring procedures, performance measurement and accountability; in that way, facts such internal public servant's commitment (interest), have a critical implication within the achievement of efficient and transparent results for public institutions. Likewise, for ending, important to denote that the facts such as ethic and moral aspects of public servants are poorly or barely covered by public reforms nowadays.
- There is an important degree of correlation among the fact that, public procurement procedures and in general public institutions, characterized by highly rigid and large bureaucracy structures, keeps strong barriers for the execution of new public management mechanisms and tools; therefore, it is possible to denote that there is lack of implementation of public management reforms within this type of institutions.

## RECOMMENDATIONS

- Since a practical perspective, in general, is necessary a greater political commitment into the public sector structure, in order to facilitate and encourage the institutional commitment of public servants; in terms of a higher degree of adaptation of public servants with the applicability of public management reforms.
- Greater political and organizational interest towards the generation and improvement of strategies and mechanisms for the citizens' involvement within the public institutions procedures.
- It's found relevant and suitable, further empirical efforts within the scope of NPM, in order to overcome and contextualize, in first action, the differences and gaps of the theoretical assumptions and the practical presumptions of this trend; in terms of the implications and relevance of new public management principles within the re-definition and re-structuring of public management. (experiences background)
- It is necessary still, strengthen constantly the public management mechanism of the public procurements procedures, in all its stages. In order to generate a greater degree of co-ordination and co-operation of public bodies. For the purpose to generate greater adaptability, responsiveness and flexibility towards the structural and managerial changes that occurs within the nations' public sector structure.
- It's suitable a greater cooperation among the public institutions and academic institutions, in order to facilitate and encourage further researches within the complex scenario of public sector institutions.
- Its suitable for public institutions to create proper mechanisms and programs for constant academic learning among public servants, in order to generate a proper stage of flow of knowledge into public institutions; based on the importance for an accurate understanding of the contributions and characteristics of public management reforms, what would generate undoubtedly, improvements in all areas
- The suggestion of further researches within the execution of new public management principles within public sector scenarios of developing countries, with an important interest towards the transition stage in the use of the principles exposed by this reform.
- Foster the further incursion of private techniques and mechanisms into public procurement procedures, with special interest towards the performance measurement and the resource management within every stage of public procurements

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**APPENDIX(ES)**

**New Public Management Principles**

Dear Mr. (s)

This survey is part of the empirical part of my dissertation, carried out by a student of Regional Development and Governance Master Degree program from Siauliai University and Pardubice University. The present research, will take place within the selected capital cities of Sweden and Lithuania, with the aim to gather information about what sort of management principles are being used nowadays in public procurements in the municipalities.

Your responses are voluntary, the results will be confidential and will be used solely to academic purpose, due to the aim to carry out the empirical part of my research. I appreciate all your receptiveness and your cooperation to achieve the desired results.

**\*Required**

1. Country \*

.....

2. Position/Charge

.....

3. Contact email

(Optional by interest of feedback)

.....

4. In what areas, the New Public Management principles have developed the most successful improvements in your organization during the period of last 6 years? \*  
*Mark only one oval per row.*

	Very Low	Low	Moderate	High	Very High
Accountability	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Decentralization of activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Transparency	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Efficiency in delivery public outputs (goods/services)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Local Voice (Closer to citizens/Customer Satisfaction)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Performance Measurement	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
DecisionMaking	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Freedom to manage (flexibility)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Strategic planning	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Contracting out	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

5. Are fully expressed through all levels of the organization the goals and targets defined to accomplish ? \*

Is constantly reviewed the objectives and aims of performance.

*Mark only one oval.*

Yes

Not

6. In your personal opinion, Do you consider the organization that you belong keeps more focus on results rather than inputs or procedures? \*

*Mark only one oval.*

1      2      3      4      5

---

Fully Agree                  Fully Disagree

---

7. Does your organization carries out decentralization actions (Activities and Units) ? \*

Decentralization: Split of faculties for decision making and performance manner, likewise, with an assignment of accountability for specific activities and results defined.

*Mark only one oval.*

Yes

Not

8. If yes, In your opinion, where do you see the greatest effect of decentralization process? \*

Mark only one oval per row.

	Not at all important	Slightly important	Moderately important	Somewhat important	Extremely important
Decentralization helped to alleviate the bottlenecks in decision making	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Decentralization achieved to cut complex bureaucratic procedures and increased the government officials' sensitivity to local conditions and needs.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Decentralization improved the political stability, allowing citizens to have better control public programs at the local level.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Decentralization led to more creative, innovative and responsive programs.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Decentralization helped to reach larger numbers of local areas with quality services (Better Output)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

9. Does the organization where you work allowing the incursion of private management practices and techniques? \*

Mark only one oval.

	1	2	3	4	5	
Fully	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Not at all

10. Could you please evaluate, in what area there is the biggest barriers to carry out the implementation of latest public management practices in your organization \*

Mark only one oval per row.

	Highly Strong	Strong	Moderate	Weak	Highly Weak
Financial core	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Managerial aspects	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Political issues	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Human resource	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Organizational Culture	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

11. Do you consider suitable the enforcement of competition within the public sector organizations in order encourage better performance and consequently, better outputs ? \*

Mark only one oval.

- Yes
- Not

12. In your opinion, what degree of relevance have the facts stated below, in order to improve the Public Management within the Public Procurement stage ? \*

Mark only one oval per row.

	Not at all Important	Slightly Important	Moderately	Fairly Important	Highly important
Better Qualification of Human Resources	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Higher Political Commitment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Clearer Guidelines form Central Government	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Individual structure of financial resources	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Higher Management Commitment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Citizens Involvement (transparency)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Further Decentralization Process	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

13. In what degree do you consider to have changed the "citizens' involvement" stage, as a result of implementing new public management techniques ? \*

Mark only one oval.

- Highly Positive improvement
- Positive improvement
- Indifferent (the same as before)
- Negatively
- Highly Negatively



**Appendix B: Questionnaires Quantitative Support: Areas with the most succesfull improvement**

Area	Very Low	Very Low %	Low	Low %	Moderate	Moderate %	High	High %	Very High	Very High %	Total %	Total
Accountability	1	4%	0	0%	12	44%	12	44%	2	7%	100 %	27
Decentralization of Activities	0	0%	4	15%	6	22%	15	56%	2	7%	100 %	27
Transparency	0	0%	1	4%	9	33%	13	48%	4	15%	100 %	27
Efficiency in delivery public outputs (Goods/Services)	0	0%	0	0%	4	15%	17	63%	6	22%	100 %	27
Local Voice (closer to citizens/Customer satisfaction)	0	0%	1	4%	10	37%	13	48%	3	11%	100 %	27
Performance measurement	0	0%	2	7%	11	41%	11	41%	3	11%	100 %	27
Decision-Making	0	0%	0	0%	12	44%	12	44%	3	11%	100 %	27
Freedom to Manage	0	0%	1	4%	13	48%	12	44%	1	4%	100 %	27
Strategic Planning	0	0%	1	4%	10	37%	12	44%	4	15%	100 %	27
Contracting out	0	0%	2	7%	14	52%	9	33%	2	7%	100 %	27
<b>Total</b>	<b>1</b>	<b>0.4%</b>	<b>12</b>	<b>4.4 %</b>	<b>101</b>	<b>37.4%</b>	<b>126</b>	<b>46.7 %</b>	<b>30</b>	<b>11.1%</b>	<b>270</b>	<b>100 %</b>

Descentralization	Not at all Important	Slightly Important	Moderately Important	Somewhat Important	Extremely Important	Total
Alleviate the bottlenecks in decision-making	1	1	16	8	1	27
Cut complex bureaucratic procedures and increased government officials sensitivity for locals needs	1	4	7	15	0	27
Improve the political stability with a better control stage upon public programs by citizens role	1	3	9	13	1	27
Leaded towards a public programs more creative, innovative and responsive	2	3	9	11	2	27
Help to reach major number of local areas with quality outputs.	1	2	6	14	4	27
<b>Total</b>	<b>6</b>	<b>13</b>	<b>47</b>	<b>61</b>	<b>8</b>	<b>100%</b>

Descentralization	Not at all Important	Slightly Important	Moderately Important	Somewhat Important	Extremely Important	Total
Alleviate the bottlenecks in decision-making	4%	4%	59%	30%	4%	100%
Cut complex bureaucratic procedures and increased government officials sensitivity for locals needs	4%	15%	26%	56%	0%	100%
Improve the political stability with a better control stage upon public programs by citizens role	4%	11%	33%	48%	4%	100%
Leaded towards a public programs more creative, innovative and responsive	7%	11%	33%	41%	7%	100%
Help to reach major number of local areas with quality outputs.	4%	7%	22%	52%	15%	100%
<b>Total</b>	<b>4%</b>	<b>10%</b>	<b>35%</b>	<b>45%</b>	<b>6%</b>	<b>135</b>

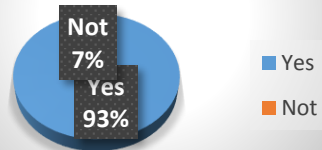
### Barriers for the Implementation of the Latest Public Management Practices

Area	Highly Strong	Highly S %	Strong	Strong %	Moderate	Moderate %	Weak	Weak %	Highly Weak	Highly W %	Total %	Total
Financial Core	2	7%	13	48%	12	44%	0	0%	0	0%	100%	27
Managerial Aspects	0	0%	11	41%	11	41%	5	19%	0	0%	100%	27
Political Issues	8	30%	12	44%	7	26%	0	0%	0	0%	100%	27
Human Resources	1	4%	4	15%	14	52%	7	26%	1	4%	100%	27
Organizational Culture	1	4%	11	41%	14	52%	1	4%	0	0%	100%	27
<b>Total</b>	<b>12</b>	<b>9%</b>	<b>51</b>	<b>38%</b>	<b>58</b>	<b>43%</b>	<b>13</b>	<b>10%</b>	<b>1</b>	<b>1%</b>	<b>135</b>	<b>100%</b>

### Relevance Facts for Improving Management in Public Procurement

Relevance	Not at all Important	Not at all Important	Slightly Important	Slightly Important	Moderately Important	Moderately Important	Fairly Important	Fairly Important	Highly Important	Highly Important	Total %	Total
Qualification of Human Resources	0	0%	3	11%	12	44%	10	37%	2	7%	100%	27
Higher Political Commitment	1	4%	3	11%	11	41%	10	37%	2	7%	100%	27
Central Government's Guidelines	0	0%	4	15%	11	41%	10	37%	2	7%	100%	27
Individual Structure of Financial Resources	0	0%	1	4%	15	56%	11	41%	0	0%	100%	27
Higher Management Commitment	1	4%	3	11%	8	30%	14	52%	1	4%	100%	27
Citizens Involvement	1	4%	2	7%	8	30%	11	41%	5	19%	100%	27
Further Decentralization	0	0%	4	15%	16	59%	7	26%	0	0%	100%	27
<b>Total</b>	<b>3</b>	<b>2%</b>	<b>20</b>	<b>11%</b>	<b>81</b>	<b>43%</b>	<b>73</b>	<b>39%</b>	<b>12</b>	<b>6%</b>	<b>189</b>	<b>100%</b>

## Goals and Targets



Answer	Number R.
Yes	25
Not	2

Degree of Change " Citizens Involvement"	Answer	Percentage
Highly Positive	9	33.3%
Positive Improvement	17	63.0%
Indifferent (Same as Before)	1	3.7%
Negatively	0	0.0%
Highly Negatively	0	0.0%
<b>Total</b>	27	100.0%

## **Appendix C:**

### **Structure Interviews**

#### **Dear Mr.(s)**

This interview is part of the empirical part of my dissertation, carried out by a student of Regional Development and Governance Master Degree program from Siauliai University and Pardubice University. The present empirical tool, will take place among experts within the field of public administration; with the aim to gather information regarding the perception of acceptance of new public management principles in Public Procurements nowadays.

Your participation is voluntary, the answers and opinions will be confidential and will be used solely to academic purpose, due to the aim to carry out the empirical part of the research, confidentiality guaranteed. I appreciate all your receptiveness and your cooperation to achieve the desired results.

- 1) Are the “customer-oriented” processes a proper path to lead public institutions towards a better performance scenario?
- 2) Can be the outcomes measurement systems, a suitable manner to assess the performance of public procurement processes? Do you believe that currently, public institutions perform through that manner?
- 3) Are the public procurement processes conducted within an unchanging framework of objectives and targets set to achieve? If yes, through what kind of mechanisms are being monitoring this?
- 4) Do you consider that current public procurements processes, have proper mechanisms to function in transparent and accountable scenarios? And do you consider the closeness to the citizens, a possible solution for it?
- 5) Currently, to what extent can be considered public procurement scenarios, a suitable way to promote free and fair competition?
- 6) How do you perceive, decentralization processes (activities and units) within the public institutions? It is an accepted public management mechanism?

## Summary of Interview Responses

1. Are the “customer-oriented” approach a proper path to lead public institutions towards a better performance scenario?
2. Can be the >outcomes measurement systems< a suitable manner to assess the performance of public procurement processes? Do you believe that currently, public institutions perform through that manner?
3. Do you consider that current public procurements processes, have proper mechanisms to function in transparent and accountable scenarios? And do you consider the closeness to the citizens, a possible solution for it?
4. Currently, to what extent can be considered public procurement scenarios, a suitable way to promote free and fair competition?
5. How do you perceive, decentralization processes (activities and units) within the public institutions? It is an accepted public management mechanism?

Questions	Lithuania Summary of Staff Findings	Sweden Summary of Staff Findings	Spain Summary of Staff Findings	Czech Republic Summary of Staff Findings
1. Yes or Not/ Influence of C.O on better performance	*Yes / *Complex task for public organizations * External condition * Citizens just want results.	* Yes / * Facilitates the performance * requires of co- ordination of efforts and units * Responsivness * suitable for saving resources (Time and Money)	*Somehow / * structural changes of the organizationl culture * new approach needs a time of adaptation	* Yes, everytime/ * Proper scenarios (conditions) * the importance of identify citizens' feelings * Harder transition in public institutions
2. Yes or Not/ why and How	* Yes / It's an easy way to evaluate * the results are the best evaluation itself	* Yes / * Institutional guidelines from EU level to local level * Public institutions seeks for it * Constant implication of institutions	* Yes but not so much / * Internal measurement counts as well (Individual Criteria for it) * sometimes public institutions perform it (Goods results to show)	* Yes / * Complex of public institutions * Scenario that is improving day by day * Criterias of evaluation
3. What kind of	* Yes / *is a require from the national law and regulations (requirements) / * citizens aren't so much involved	* Yes/ * Due to the Co- ordination of external bodies *Institutional internal Commitment * Citizens commitment and evaluation criteria are so important (opinions, considerations)	* the mechanisms aren't implemented in deep (no properly) * just in paper * first need an organizational interest * Public institutional commitment to allow the involvement of citizens	* Yes/ * Mechanism of communication for contractors and citizens hleps on it * EU guidelines * E-procurement * sense of belonging with state duties by citizens
4. Which are those/In what degree	* Through the monitoring of contract award procedure * Public organizations are constantly controlled; under surveillance * Requirements	* General principle of fair and open competition * monitoring procedures * More competition, more opportunities (both sides) * Market conditions	* to the extent in which is possible to perceive (so far is permitted)	* until public organizations are committed to developing it. * those are critical facts * need for compliance

<p><b>5. Positive or Negative/ level of acceptance</b></p>	<ul style="list-style-type: none"> <li>* Complex structures (limit of responsibilities and duties)</li> <li>* it is an acceptable management mechanism</li> </ul>	<ul style="list-style-type: none"> <li>* Strongly used within Sweden administration structure</li> <li>* decentralization is a current management style (divisions)</li> <li>* well designed and legislated is a good optional mechanism</li> </ul>	<ul style="list-style-type: none"> <li>* positive perception within larger public institutions</li> <li>* Co-ordinationa facet</li> <li>* becoming common</li> <li>* strong interest towards it</li> </ul>	<ul style="list-style-type: none"> <li>* Preferable centralized P. procurement</li> <li>* depending of the contracting authority</li> <li>* Preferences (experiences)</li> </ul>
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