

**Daniel Hinšt**    **NOVI JAVNI MENADŽMENT  
– JAVNE POLITIKE ZA  
INSTITUCIONALNE  
REFORME**

**NEW PUBLIC MANAGEMENT  
– PUBLIC POLICY FOR  
INSTITUTIONAL REFORMS**

**SAŽETAK:** Model novog javnog menadžmenta sadrži javne politike za tržišno usmjerene institucionalne reforme. Zemlje koje su primijenile ovaj model općenito su među prvih dvadeset na globalnim ljestvicama vezanima uz ljudski razvoj, ljudsku slobodu, ekonomsku slobodu, lakoću poslovanja, deregulaciju tržišta, konkurentnost, antikorupcijsku transparentnost i liberalnu demokraciju. Dok su nordijske zemlje uvele vanjsko ugovaranje usluga (*outsourcing*) i tržišno natjecanje unutar svojih sustava države blagostanja, a Njemačka se snažno usmjerila na privatizacije, anglosaksonske zemlje, a posebice Sjedinjene Države, ugovaraju čak i dijelove nacionalne sigurnosti s privatnim vojnim i obavještajnim pružateljima. Međutim, model novog javnog menadžmenta ne zanemaruje ulogu države, već potiče njezino smanjivanje i otvaranje za tržišno natjecanje, privatizaciju, deregulaciju i transparentnost. Dok je Novi javni menadžment uključiv prema zajednicama i tržištima, primjena ovog modela može poboljšati institucije i upravljanje stvaranjem pretežito horizontalnih struktura, koje osiguravaju veze među različitim dijelovima organizacije i koherentan okvir javnih politika. U konačnici, reforme javnog upravljanja ovise o kritičkom razmišljanju, temeljem multidisciplinarnе ekspertize, koja

**ABSTRACT:** The New Public Management model contains public policies for market-driven institutional reforms. Countries that applied this model are generally among the TOP 20 in global rankings concerning human development, human freedom, economic freedom, ease of doing business, market deregulation, competitiveness, anti-corruption transparency and liberal democracy. While the Nordic countries introduced outsourcing and competition within their welfare systems, and Germany strongly focused on privatizations, the Anglo-Saxon countries, and especially the United States, outsource even parts of their national security to private military and intelligence contractors. However, the New Public Management model does not undermine the role of government, but encourages its downsizing and opening for competition, privatization, deregulation and transparency. While the New Public Management is inclusive toward communities and markets, the application of the model can improve institutions and governance by creating predominantly horizontal structures, which ensure connections between different parts of organization and coherent public policy framework. Finally, public management reforms depend on critical thinking, based on the multidisciplinary expertise, which

doprinosi inovativnim i inkluzivnim institucijama usmjerenim na rješavanje problema, s dovoljnom razinom građanskih vrlina i društvenog povjerenja.

**KLJUČNE RIJEČI:** Novi javni menadžment, javne politike, institucionalne reforme, ekonomske slobode, multidisciplinarni pristup, društveno povjerenje

contributes to innovative and inclusive problem-solving institutions, with sufficient level of civic virtues and social trust.

**KEY WORDS:** New public management, public policy, institutional reforms, economic freedom, multidisciplinary approach, social trust

## UVOD

Model novog javnog menadžmenta podržava tržišno usmjerene institucionalne reforme. Ovaj model sadrži standardni skup elemenata javnih politika koje općenito vode prema povećanju ekonomske slobode i konkurentnosti. Zbog određenih dilema o ulozi ovog modela, rješenje je u cjelovitom razumijevanju institucionalnih i socijalnih čimbenika koji su nužni za suštinske reforme. Stoga, članak analizira elemente i uvjete pod kojima model novog javnog menadžmenta može pružiti okvir javnih politika za sveobuhvatne institucionalne reforme.

## DEFINIRANJE MODELA NOVOG JAVNOG MENADŽMENTA

Christopher Hood stvorio je termin novi javni menadžment, *New Public Management*, 1991. godine u okviru članka *A New Public Management for all seasons*, dok su Osborne i Gaebler stvorili termin *Entrepreneurial Government* 1992. godine.

Upravljanje državom (*governance*) trebalo bi biti vođeno misijom, orijentirano na rezultate, tržišno orijentirano, konkurentno i usmjereno na korisnike, stavljajući novac izravno primateljima koji mogu birati usluge (Osborne i Gaebler, 1992). Model novog javnog menadžmenta također podržava mjerenje izvedbe, decentralizaciju te kataliziranje javnog, privatnog i dobrovoljnog sektora kako bi se rješavali problemi zajednice (Hague et al., 1998, str. 229), što vodi prema konkurentskim odnosima među dionicima (Colebatch, 2008). Takvi elementi javnih politika u cijelosti se poklapaju u sustave vladavine liberalnih demokracija i institucija slobodnog tržišta, koji su otvoreni za slobodan odabir i natjecanje, kao i za snažnu uključenost dionika u pronalaženju odgovarajućih rješenja.

Nadalje, novi javni menadžment sastoji se od pokušaja primjene elemenata i vrijednosti menadžmenta privatnog sektora u javnom sektoru kako bi se postigla učinkovitost (Šimović & Deskar-

## INTRODUCTION

The New Public Management model supports market-driven institutional reforms. The model contains a standard set of public policy elements, which generally lead to increased economic freedom and competitiveness. Due to certain dilemmas about the role of the model, the solution is a comprehensive understanding of institutional and societal factors that are necessary for essential reforms. Therefore, the article analyzes elements and conditions under which the New Public Management model can provide a policy support for comprehensive institutional reforms.

## DEFINING THE NEW PUBLIC MANAGEMENT MODEL

Christopher Hood created the term *New Public Management* in 1991 within an article *A New Public Management for all seasons*, while Osborne & Gaebler created a term *Entrepreneurial Government* in 1992.

Governance should be mission-driven, results-oriented, market-driven, competitive, and customer-oriented, by putting money directly to recipients who choose services (Osborne & Gaebler, 1992). The New Public Management model also supports performance measurement, decentralization, and catalyzing public, private and voluntary sectors to solve community problems (Hague et al., 1998, p. 229), which leads to a competitive relationships among stakeholders (Colebatch, 2008). These policy elements completely fit within the governance systems of liberal democracies and free market institutions, which are open for free choice and competition, as well as strong inclusion of stakeholders in finding proper solutions.

Furthermore, the New Public Management contains attempts to apply elements and values of private sector management into the public sector, in order to achieve efficiency (Šimović & Deskar-

Škrbić, 2020) i razvilo tržišno natjecanje, davanjem mogućnosti da privatni pružatelji nude javne usluge (Hill, 2010). Stoga bi država odlučivala o javnim politikama, dok bi privatna tijela isporučivala usluge (Heywood, 2002), što znači razdvajanje između stvaranja javnih politika (uprave/ministarstva) i provedbe javnih politika (agencije/izvođači).

Novi javni menadžment prevladava neučinkovitosti i rigidne strukture tradicionalnog modela, u kojemu radnici mogu toliko brinuti o pravilima da izgube pogled na misiju (Pfiffner, 1999). Dok tradicionalni model javne uprave stavlja snažan naglasak na upravno pravo i procedure, novi javni menadžment nastoji stvoriti kulturu profesionalnog menadžmenta, kreativnosti i kvalitete javne uprave, gdje će ljudski resursi biti vrednovani na temelju zasluga. Ovaj model naglašava vrijednost za novac, revizorske kontrole, usmjerenost na korisnike i odzivnost države, kontrolu *inputa* i *outputa*, pojedinačne nagrade, tzv. *zero-based budgeting*, potpuno upravljanje kvalitetom (*total quality management*) itd. Svi navedeni elementi važni su *inputi* za institucionalne reforme.

## PRIMJENA I REZULTATI MODELA NOVOG JAVNOG MENADŽMENTA

Novi javni menadžment ima polazište u 1980-tima, u neokonzervativnim/neoliberalnim<sup>1</sup> politikama inspiriranima od Margaret Thatcher i Ronalda Reagana. Pretežito je proveden u anglosaksonskim zemljama (Sjedinjene Države, Ujedinjeno Kraljevstvo, Novi Zeland i Australija). Štoviše, europske nordijske zemlje (Nizozemska, Švedska, Danska, Norveška i Finska), kontinentalne europske zemlje (Njemačka i Švicarska) te Singapur, također su primijenile ovaj model u određenoj razini javnih politika.

Navedene su zemlje među prvih dvadeset na globalnim ljestvicama vezanim uz ljudski razvoj, ljudsku slobodu, ekonomsku slobodu, lakoću poslovanja, konkurentnost i antikorupcijsku transparentnost<sup>2</sup>. Navedene metodologije sadrže

Škrbić, 2020) and to develop competition by enabling private providers to offer public services (Hill, 2010). Therefore, a government would decide on policy, while private bodies should deliver services (Heywood, 2002), which means a separation between policy-making (departments/ministries) and policy implementation (agencies/contractors).

The New Public Management overcomes inefficiencies and rigid structures of the traditional model, in which workers can be so concerned with rules that they lose sight of the mission (Pfiffner, 1999). While the traditional model of public administration puts strong focus on administrative law and procedures, the New Public Management strives to create a culture of professional management, creativity and quality in public administration, where human resources will be valued based on merit. The model also emphasizes value for money, audit controls, customer orientation and government responsiveness, input and output control, individual rewards, zero-based budgeting, total quality management etc. All these elements are important inputs for institutional reforms.

## THE APPLICATION AND THE RESULTS OF THE NEW PUBLIC MANAGEMENT MODEL

The New Public Management dates back to the 1980s, in the neoconservative/neoliberal<sup>1</sup> policies inspired by Margaret Thatcher and Ronald Reagan. The Anglo-Saxon countries (the United States, the United Kingdom, New Zealand, and Australia) have mostly implemented this model. Furthermore, the European Nordic countries (the Netherlands, Sweden, Denmark, Norway, and Finland), Continental European countries (Germany and Switzerland), and Singapore applied this model to some public policy extent.

These countries are among the TOP 20 in global rankings concerning human development, human freedom, economic freedom, ease of doing business, competitiveness and anti-corruption

institucionalne pokazatelje javnih politika podržane od modela novog javnog menadžmenta. Međutim, pitanje je duguju li baltičke države (Estonija, Latvija i Litva), koje su također među prvih dvadeset glede ekonomske slobode, kao i neke druge europske zemlje, svoje liberalizacijske politike novom javnom menadžmentu. Ukoliko je odgovor pozitivan, to bi dodalo vrijednost značaju ovog modela.

Također, OECD-ovi pokazatelji deregulacije tržišta<sup>3</sup> pokazuju visoke rezultate zemalja kao što su Ujedinjeno Kraljevstvo (prvo mjesto), Danska, Njemačka, Nizozemska, Švedska, Norveška i Australija, sve među prvih deset. Navedeni podaci pokazuju da je razina tržišne deregulacije općenito najviša u sjevernoj Europi.

Navedene globalne ljestvice pokazuju da su zemlje anglosaksonskog i nordijskog modela, kao i Njemačka i Švicarska, općenito među najboljima u javnim politikama koje su snažno povezane s novim javnim menadžmentom. Stoga se geopolitika najbolje izvedbe javnih politika nalazi u okviru kluba tradicionalno snažnih liberalnih demokracija<sup>4</sup>, odnosno u okviru transatlantskog savezništva.

S obzirom na to da novi javni menadžment sadrži različite javne politike i institucionalne reforme, daljnja analiza usmjerava se na nekoliko primjera reformi iz Danske, Švedske, Njemačke i Sjedinjenih Država.

### **Outsourcing države blagostanja u nordijskim zemljama**

Nordijske zemlje uvele su *outsourcing* i tržišno natjecanje u svoje države blagostanja, u kombinaciji sa širokim deregulacijama i privatizacijama tržišta.

Danska je započela s vanjskim ugovaranjem svojih javnih usluga, uglavnom tehničkih usluga, a u manjoj mjeri skrbi za starije i bolničke skrbi. Međutim, za razliku od sveobuhvatne britanske reforme, danska reforma bila je spora i pragmatična, utemeljena na političkom konsenzusu, koji je osigurao kontinuitet politike, osobito glede privatizacije, liberalizacije, e-države i upravljanja

transparency<sup>2</sup>. These relevant methodologies contain institutional indicators of public policies supported by the New Public Management model. However, the question is whether the Baltic States (Estonia, Latvia and Lithuania), which are also in the TOP 20 concerning economic freedom, as well as some other European countries, own their liberalization policies to the New Public Management. If the answer were positive, this would add value to the significance of this model.

Furthermore, the OECD's indicators of market deregulation<sup>3</sup> show high performance of countries such as the United Kingdom (the 1st place), Denmark, Germany, Netherlands, Sweden, Norway, and Australia, all within the TOP 10. These data show that the level of market deregulation is generally the highest in the Northern Europe.

These global rankings show that countries of the Anglo-Saxon and the Nordic model, as well as Germany and Switzerland, are generally the top performers in public policies connected with the New Public Management. Therefore, the geopolitics of top policy performance lies within the club of traditionally strong liberal democracies<sup>4</sup>, i.e., within the transatlantic alliance.

Since the New Public Management contains various policies and institutional reforms, further analysis focuses on several reform examples from Denmark, Sweden, Germany and the United States.

### **Welfare outsourcing in the Nordic countries**

The Nordic countries introduced outsourcing and competition within their welfare systems, combined with extensive market deregulation and privatization.

Denmark started with contracting-out of its public services, mainly technical services, while elderly and hospital care to a lesser extent. However, unlike a comprehensive British reform, the Danish reform was slow and pragmatic, based on the political consensus, which ensured the continuity of the government policy, especially concerning

rezultatima (Manojlović, 2010). U 1980-tima, danske lokalne jedinice uvele su tržišno natjecanje podržavajući privatne pružatelje skrbi o djeci (Green-Pedersen, 2002).

Švedska nesocijalistička (liberalno konzervativna) vlada uvela je 1992. godine vaučere kao pravo odabira između javnih i privatnih škola (Green-Pedersen, 2002). To je rezultiralo povećanim brojem neovisnih školskih poduzetnika (Rojas, 2005). Vaučeri su pokrivali 85% prosječnog troška školovanja, a privatne škole postale su slobodne organizirati svoje program i metode u okviru kurikuluma (Svanborg-Sjövall, 2012). Švedska je također omogućila i menadžment od strane privatnog sektora u okviru svojeg sustava javnog zdravstva. Prvi primjer privatizacije bolnica bila je bolnica St Göran u Stockholmu, a slijedile su je mnoge druge privatne bolnice.

### Privatizacije u Njemačkoj

Njemačka je provela značajne privatizacije svojih državnih poduzeća, osobito lokalnih komunalnih poduzeća i energetskeg sektora (Wollmann, 2013), uključujući električnu energiju (Brandt, 2006) i bolnice (Böhlke & Schulten, 2008). Modernizacija vođena Novim javnim menadžmentom osnažila je administrativne operativne strukture, unoseći menadžerske učinkovitosti, usmjerene na orijentaciju prema učinku i menadžment s ciljem (Wollmann, 2013). Ova njemačka varijanta novog javnog menadžmenta zove se *The New Steering Model* (novi model upravljanja) i njegovi elementi uključuju ukidanje razina hijerarhije, decentralizirani menadžment i operativne jedinice za kontroling, *one-stop* agencije, centre za unutarnje usluge, ankete korisnika, nove upravne strukture, troškovno računovodstvo, analizu *outputa* i upravljanje kvalitetom (Proeller & Siegel, 2021).

### Outsourcing nacionalne sigurnosti u Sjedinjenim Državama

Dok su se Danska i Švedska usmjerile na *outsourcing* i tržišno natjecanje u okviru svojih

privatization, liberalization, e-government and management by results (Manojlović, 2010). In the 1980s, Danish municipalities introduced competition by supporting private providers of childcare (Green-Pedersen, 2002).

In 1992, the Sweden's nonsocialist (liberal-conservative) government introduced vouchers as the right to choose between public and private schools (Green-Pedersen, 2002). This resulted in an increased number of independent school entrepreneurs (Rojas, 2005). Vouchers covered 85% of an average cost of schooling and private schools became free to organize their programmes and methods within a curriculum (Svanborg-Sjövall, 2012). Sweden also enabled private sector management within its public health system. The first example of hospital privatization was St Göran hospital in Stockholm, followed by many other private hospitals.

### Privatizations in Germany

Germany implemented significant privatizations of its state-owned enterprises, especially the local utilities and energy sector (Wollmann, 2013), including electricity (Brandt, 2006) and hospitals (Böhlke & Schulten, 2008). The New Public Management driven modernization strengthened the administrative operational structure by inserting the principles of managerial efficiency, focused on output-orientation and management by objective (Wollmann, 2013). This German variant of the New Public Management is called The New Steering Model and its elements included abolishing levels of hierarchy, decentralized management and operative controlling units, one-stop agencies, internal service centers, customer surveys, new department structures, cost accounting, output analysis and quality management (Proeller & Siegel, 2021).

### National security outsourcing in the United States

While Denmark and Sweden focused on outsourcing and competition within their welfare

sustava države blagostanja, anglosaksonske zemlje, posebice Sjedinjene Države, djelomično provode *outsourcing* čak i nekih osnovnih funkcija države. To znači da politika nacionalne sigurnosti ostaje funkcija države, s državnim pružateljima sigurnosti (oružane snage i osoblje obavještajne zajednice), dok država može vanjski ugovoriti dodatne resurse na rastućem tržištu privatnih vojnih i obavještajnih pružatelja. To je osobito relevantno u kontekstu multi-akterske sigurnosne perspektive, koja pretpostavlja uključivu participaciju različitih dionika u provođenju sigurnosne politike.

Porast privatnih sigurnosnih kompanija dio je šireg konteksta društvenih promjena i liberalnih mehanizama u SAD-u i UK (Mikac, 2013). Uzimajući u obzir globalni val privatizacije, sigurnosni vakuum nakon Hladnog rata doveo je do ubrzanog rasta privatnog vojnog sektora. Rast stranih ulaganja u opasnim područjima povećao je potražnju za privatnim vojnim kompanijama, koje bi upravljale političkim rizicima za kompanije (Singer, 2008). Štoviše, Thomson (2018) ističe kako je “smanjenje vojske na kraju Hladnog rata vodilo do nastanka privatizirane vojne industrije” (str. 4), kao dio “liberaliziranog svjetskog poretka predvođenog SAD-om” (str. 9), u kojemu privatne vojne kompanije služe kao “množitelji sile” (str. 34) i kao “poticatelji ulaganja”, pružajući zaštitu za svoje klijente (str. 36).

Korištenje privatne sigurnosne industrije ovisi o smanjenju birokratskih kontrola, regulacija i o smanjenju veličine nacionalne vojske (Stanley, 2015). Stoga debirokratizacija i deregulacija, kao važni elementi javnih politika u okviru novog javnog menadžmenta, podržavaju sigurnosni *outsourcing*, premda sigurno ne u punom opsegu.

Sigurnosni *outsourcing* očigledan je kroz godišnje proračune za obavještajnu djelatnost, gdje su deseci milijardi dolara rezervirani za privatne obavještajne pružatelje, a tako i u okviru CIA-e i NSA. Moto obavještajne zajednice postao je: Ne možemo špijunirati... Ukoliko ne možemo kupiti – *We can't spy... If we can't buy* (Shorrock, 2008).

systems, the Anglo-Saxon countries, and especially in the United States, partially outsource even some basic government functions. This means that the national security policy remains to be a government function, with government security providers (armed forces and the intelligence community personnel), while the government can outsource additional resources on a growing market of private military and intelligence contractors. This is especially relevant in the context of multi-actor security perspective, which assumes inclusive participation of different stakeholders in implementing the security policy.

The rise of private security companies is a part of a broader context of social changes and liberal mechanisms in the U.S. and UK (Mikac, 2013). Considering the global wave of privatizations, the security vacuum after the Cold War led to a rapid growth of private military sector. Growth of foreign investments in dangerous places increased demand for private military companies, which would manage political risks for companies (Singer, 2008). Furthermore, Thomson (2018) argues that “military downsizing at the end of the Cold War led to the emergence of a privatized military industry” (p. 4), as a part of the “US-led liberalized global order” (p. 9), where private military companies have served as “force multipliers” (p. 34) and as “investment enablers”, by providing protection for their clients (p. 36).

The use of private security industry depends on the decrease of bureaucratic controls, regulations, and on the decreased size of a national military (Stanley, 2015). Therefore, de-bureaucratization and deregulation, as important policy elements within the New Public Management, support the security outsourcing, although certainly not to the full extent.

Security outsourcing has been evident through annual intelligence budgets, where dozens of billions of dollars are reserved for private intelligence contractors, including in the CIA and the NSA. The motto of the intelligence

Rastuća količina prikupljanja podataka, specifične vještine, primjena digitalnih i AI rješenja, pružaju dodatne razloge za navedeni trend *outsourcinga* u području nacionalne sigurnosti, praćen rastućim tržištem privatnih obavještajnih kompanija.

## NOVI JAVNI MENADŽMENT KAO MODEL JAVNIH POLITIKA ZA REFORME

Kako bi se razumio kontekst novog javnog menadžmenta, važno je objasniti njegovu povezanost s konceptom javne politike.

Koncept javne politike ima svoje liberalno zapadno porijeklo, a znanost o javnim politikama stavlja naglasak na ishode aktivnosti države, više nego na procese. Slijedom navedenoga, javne politike podrazumijevaju interakcije zainteresiranih strana(ka) kao međusobnu igru između različitih agendi organiziranih sudionika (Colebatch, 2008). Nadalje, analiza javnih politika podržava donošenje odluka pri kojemu različite organizacije rade zajedno, uključujući nevladine organizacije i *think tankove* (Colebatch, 2004). Štoviše, analiza javnih politika sadrži identifikaciju različitih opcija, evaluaciju, pregovaranje na osnovi interakcije među ljudima koji donose odluke i organizacijske strukture. To znači da su javne politike strukturirana interakcija, u kojoj svaka organizacija ima svoja tumačenja i vrijednosti (Colebatch, 2005). U ovom smislu, analiza javnih politika podrazumijeva uključivo i participativno donošenje odluka, što je izravno relevantno za liberalno demokratske zemlje koje su primijenile model novog javnog menadžmenta.

Ovaj novi pristup vladavini podrazumijeva da države provode odluke u manjoj mjeri na osnovi korištenja sile i da trebaju pregovarati o odlukama s različitim organizacijama i različitim zainteresiranim akterima na koje se učinci javnih politika odnose. Na taj način javne politike postale su manje intervencionističke, povlačeći se iz različitih aktivnosti, što je otvorilo prostor za tržište i civilno društvo. Takva smanjena državna kontrola

community become *We can't spy... If we can't buy* (Shorrocks, 2008). The rising amount of data collection, specific skills, the application of digital and especially AI solutions provide additional reasons for this outsourcing trend in the area of national security, followed by a growing market of private intelligence companies.

## NEW PUBLIC MANAGEMENT AS A POLICY MODEL FOR REFORMS

In order to understand the context of the New Public Management, it is important to explain its relation with the public policy concept.

The policy project has its liberal Western origin, and policy science puts focus on outcomes of governmental activities rather than the processes. Accordingly, policy assumes interaction of interested parties as an interplay between different agendas of organized participants (Colebatch, 2008). Furthermore, policy analysis supports decision-making where different organizations work together, including nongovernmental organizations and think tanks (Colebatch, 2004). Moreover, policy analysis contains identification of different options, evaluation, negotiation based on the interaction among people who make decisions and organizational structure. This means that policy is a structured interaction, where every organization has its interpretations and values (Colebatch, 2005). In this sense, policy analysis assumes inclusive and participatory decision-making, which is directly relevant for liberal democratic countries that applied the New Public Management model.

This new governance approach assumes that governments to a lesser extent implement decision based on using force, and that they need to negotiate decision with different organizations and with many interested actors affected by policy impacts. This way, public policy have become less interventionist, by rolling back from different activities, which left more space for the market



dovela je do povratka temeljnim funkcijama države. Kako je država u manjoj mjeri vlasnik ili dobavljač roba i usluga za građane, to je dovelo do vanjskog ugovaranja i javno-privatnog partnerstva (Petak, 2008). Takvo usmjerenje javnih politika izravno proizlazi iz novog javnog menadžmenta.

Glede problema oblikovanja i koordinacije javnih politika, koncept javnih politika podrazumijeva konzistentan i koherentan sustav koordinacije između različitih sektorskih politika u okviru javne uprave. Stoga horizontalne smjernice podržavaju organizacijsku suradnju u uklanjanju prepreka, dok vertikalne smjernice spajaju ciljeve, strukture i resurse (Petak, 2008). Strukturni problem glede nedostatka horizontalne koordinacije, evaluacija i procjena rizika jedan je od ključnih izazova, koji bi trebali biti rješavani u okviru modela novog javnog menadžmenta.

Mnogi popularni recepti za poboljšanje javnih politika suštinski ne razumiju proces javnih politika, osobito glede inicijativa za izbacivanje “politike” iz tog procesa, koje zanemaruju da je politika mnogo više od samih aktivnosti političara (Hill, 2010, str. 4). Suprotno tome, politika je mnogo šira u svojem obuhvatu i značenju, dok je koncept javnih politika osobito relevantan za razumijevanje novog javnog menadžmenta i njegove povezanosti s institucionalnim reformama.

## **VAŽNOST MULTIDISCIPLINARNOG PRISTUPA PRILIKOM DIZAJNIRANJA REFORMI**

Na prvi pogled, površno gledano, jednostavan je zaključak da se novi javni menadžment bavi samo ekonomskim problemima. Posljednja riječ, “menadžment”, može poduprijeti takav zaključak na osnovi popularnih percepcija. Nema sumnje da je ovaj model važan za (makro)ekonomiste, institucionalne ekonomiste i političke ekonomiste, kao i za ekonomiste u području upravljanja kvalitetom i javnog zdravstva.

Međutim, problem leži u percepcijama na osnovi lažnih dilema i populizma, koji lako vode

and civil society. This decreased government control has led to a return toward fundamental government functions. Since the government is to a lesser extent an owner or supplier of goods and services for citizens, this has led to contracting out and public-private partnership (Petak, 2008). This policy direction derives directly from the New Public Management.

Concerning the problem of policy formulation and coordination, the policy concept assumes a consistent and coherent system of coordination between different sectoral policies within public administration. Therefore, horizontal guidelines support organizational cooperation in removing obstacles, while vertical guidelines connect goals, structures and resources (Petak, 2008). The structural problems concerning lack of horizontal coordination, evaluations and risk assessments are relevant challenges under the New Public Management model.

Many popular recipes for improving policies essentially do not understand the public policy process, especially concerning initiatives to throw out “politics” from this process, which undermine that politics is much more than mere activities of politicians (Hill, 2010, p. 4). Contrary to this, politics is much broader in its scope and meaning, while the public policy concept is especially relevant for understanding the New Public Management and its connection to institutional reforms.

## **THE IMPORTANCE OF MULTIDISCIPLINARY APPROACH IN DESIGNING REFORMS**

On the first hand, superficially looking, there is a simple conclusion that the New Public Management deals with economic issues only. The last word “management” can support this conclusion based on popular perceptions. There is no doubt that this model is important for (macro) economists, institutional economists and political economists, as well as for quality management and public health economists.

do isključive i ideološke kontradikcije između ekonomike i politike, privatnog i javnog sektora itd. Slijedom navedenoga, površan je mogući zaključak da se novi javni menadžment uvelike ili isključivo bavi ekonomikom, zato što namjerava uvesti određena ekonomska i menadžerska načela u sustav upravljanja državom.

Stoga je važno pozicionirati novi javni menadžment sukladno cjelovitom razumijevanju njegove suštine. Činjenica je da se politička znanost (politologija) bavi pitanjima vladavine, moći, institucija i donošenja odluka te njihovim spajanjem s konceptom javnog menadžmenta. S obzirom na to da politička znanost analizira javne politike, kao ovlaštene odabire političkih i institucionalnih donositelja odluka, nema sumnje da je svaki rezultat primjene novog javnog menadžmenta ishod *inputa* koji dolazi iz politike, odnosno javne politike.

Nadalje, bitna je veza politologije i ekonomike za analiziranje pitanja konkurentnosti, gdje pitanja vladavine i institucija imaju središnju ulogu. Na primjer, Svjetski gospodarski forum (2017) definira konkurentnost kao skup javnih politika i institucija koje određuju produktivnost i prosperitet. Dodatno, Accemoglu i Robinson (2012) ističu da politički proces određuje ekonomske institucije i da različite institucije stvaraju različite poticaje.

Međutim, čak i snažna važnost politologa (specijaliziranih za javne politike, javni menadžment i međunarodne odnose) i ekonomista ne bi trebala zatvoriti znanstveni krug glede novog javnog menadžmenta. Uključiv multidisciplinarni pristup uzet će u obzir sva relevantna područja ekspertize, uključujući pravne stručnjake (sa znanjima o tradiciji vladavine prava i EU pravu), sociologe (s obzirom na to da vladavina ovisi o socijalnom kapitalu, kulturi, vrijednostima i društvenom mentalitetu), IT (zbog e-države) i STEM stručnjake.

Multidisciplinarni okvir može pružiti slobodu kritičkog razmišljanja i neovisnu ekspertizu, što je nužno za bilo koju instituciju koja rješava probleme.

However, a problem lies in perceptions based on false dilemmas and populism, which easily lead to exclusive and ideological contradiction between economics and politics, private or public sector etc. Accordingly, a potential conclusion that the New Public Management model mainly or even exclusively deals with economics is superficial, because it aims to introduce certain economic and management principle within the governance system.

Therefore, it is important to position the New Public Management in line with a comprehensive understanding of its essence. In fact, the political science deals with issues of governance, power, institutions and decision-making and connects them with the public management concept. Since the political science analyzes public policy, as authorized choices of political and institutional decision makers, there is no doubt that the New Public Management is the output of a political i.e. policy input.

Furthermore, the connection between the political science and the economics is important for analyzing the issue of competitiveness, where issues of governance and institutions have a central role. For example, the World Economic Forum (2017) defines competitiveness as the set of policies and institutions, which determine productivity and prosperity. Additionally, Accemoglu & Robinson (2012) argue that the political process determines the economic institutions, and that different institutions create different incentives.

However, even strong importance of both political scientists (specialized in public policy, public management and international relations) and economists, should not close the scientific circle concerning the New Public Management. The inclusive multidisciplinary approach will consider all relevant fields of expertise, including legal experts (with knowledge of the rule of law tradition and the EU law), sociologists (since governance depends on social capital, culture, values, and mentality), IT (due to e-government) and STEM expertise.

Primjer multidisciplinarnog pristupa je Uprava za obavještajnu djelatnost Središnje obavještajne agencije (CIA) tijekom 1980-tih. Overton (1992) spominje da su “otprilike godinu dana prije reorganizacije multidisciplinarne radne skupine bile sastavljene zbog praćenja poljske dužničke krize i razvoja događaja u SSSR-u” (str. 46) i da je multidisciplinarni rad na analiziranju bilo koje zemlje povećao zahtjeve za različitim stručnjacima.

Multidisciplinarni pristup CIA-e pokazuje da pitanja, obično površno povezana sa sigurnosnim ili ekonomskim područjem, trebaju različite znanstvene perspektive, kako bi se povećao obavještajni potencijal. Štoviše, uzimajući u obzir različitost ljudi i njihovih pozadina, politički i *policy* analitičari trebali bi biti sposobni procjenjivati ciljeve i motivacije različitih aktera, kultura, vrijednosti i društava, uključujući i cijeli proces donošenja odluka.<sup>5</sup> Stoga je uloga *policy* analitičara ključna na horizontalnoj razini bilo koje javne organizacije, u koordiniranju multidisciplinarnih timova.

## DILEME O NOVOM JAVNOM MENADŽMENTU I EKONOMSKIM SLOBODAMA

Neprecizni zaključci često vode do ideoloških krajnosti koje zanemaruju institucionalne i kulturne složenosti. Ovaj je problem također relevantan glede percepcija novog javnog menadžmenta i ekonomskih sloboda.

### Ideološke krajnosti glede ekonomske slobode

Dvije ideološke krajnosti često stvaraju pojednostavljene crno-bijele zaključke. Prvi vidi tržište bez ikakve regulacije i intervencije, obzir da se (gotovo) bilo koja uloga države smatra ‘socijalističkom’. Drugi vidi (gotovo) svako smanjivanje državne potrošnje i/ili regulacije kao dezintegraciju države blagostanja, i kao korumpirano pogodovanje privatnom sektoru koji je navodno u suprotnosti s javnim interesom. Za

The multidisciplinary framework can provide freedom of critical thinking and independent expertise, which is necessary for any problem-solving institution.

An example of multidisciplinary approach is the Central Intelligence Agency’s (CIA) Directorate of Intelligence (DI) during the 1980s. Overton (1992) mentions that “about a year before the reorganization, multidisciplinary task forces were put together to track the Polish debt crisis and developments in the USSR” (p. 46) and that a multidisciplinary work on analyzing any country increased requirements for various specialists.

This CIA’s multidisciplinary approach shows that issues, usually superficially connected to either security or economic field, need diverse scientific perspectives, in order to increase the intelligence potential. Moreover, taking into account diversity of people and their backgrounds, policy or political analysts should be able to examine goals and motivations of different actors, cultures, values and societies, including the whole decision making process.<sup>5</sup> Therefore, the role of policy analysts is crucial at the horizontal level of any public organization, in coordinating the multidisciplinary teams.

## DILEMMAS ABOUT THE NEW PUBLIC MANAGEMENT AND THE ECONOMIC FREEDOM

Imprecise conclusions often lead to ideological extremes, which undermine institutional and cultural complexities. This problem is also relevant concerning perceptions about the New Public Management and the economic freedom.

### Ideological extremes concerning the economic freedom

Two ideological extremes often create simplified black and white conclusions. The first sees the market without any regulation and intervention,

razliku od ovih krajnosti, metodologija mjerenja ekonomske slobode ukazuje na konkretne strukturne odnosno institucionalne reforme u okviru novog javnog menadžmenta. Stoga je smanjivanje i ograničavanje prekomjerne političke moći državnih institucija stvar mjerenja, a odgovarajući institucionalni okvir podržao bi slobodno tržište (Hinšt, 2021).

Stoga postoji potreba za institucijama koje će podržati političke ideje kao što su tržišno natjecanje, umjesto obmanjivanja liberalizma s percepcijama kako će slobodno tržište riješiti 'sve'. Nadalje, oligarhijski sustavi selektivno su koristili deregulaciju, liberalizaciju i privatizaciju, ukoliko takve politike odgovaraju interesima privilegiranih skupina (Šonje i Polšek, 2019). Shodno tome, tržišni fundamentalizam ili pak povezivanje slobodno tržišnih politika s korumpiranim oligarhijskim sustavima, predstavljalo bi samo lake zaključke i ograničeno razumijevanje liberalno demokratskih institucija. Kako bi se rješavali navedeni problem, važno je držati liberalizam u političkom i institucionalnom okviru zapadnih liberalnih demokracija, gdje je politologija imala najveći doprinos.

### **Važnost institucija, kulture i društvenog povjerenja za konkurentnost**

Shodno prethodno navedenim dilemama, postoji uobičajena percepcija da ekonomska liberalizacija, podržana kroz model novog javnog menadžmenta, ili predstavlja dovoljan okvir javnih politika za reforme javnog sektora ili zanemaruje demokratsku odgovornost i državu blagostanja. Stoga je, nasuprot navedenim dilemama, važno definirati ulogu novog javnog menadžmenta u okviru cjelovitog sustava vladavine, institucija i društva, gdje društveno povjerenje igra ključnu ulogu.

S obzirom na to da slabe institucije narušavaju konkurentnost, države moraju osnažiti institucije, koje su čimbenik produktivnosti. Pritom je društveni kapital važan kao razina kvalitete osobnih i društvenih veza, društvenih normi

since (almost) any role of government is considered as 'socialist'. The second sees (almost) any reduction of the government spending and/or regulation as a disintegration of the welfare state, and as a corrupted favoring to the private sector, which is allegedly opposed to the public interest. In contrast to these extremes, the methodology of measuring the economic freedom indicates concrete structural or institutional reforms within the New Public Management. Therefore, reducing and limiting the excessive political power of government institutions is a matter of measurement, while an appropriate institutional framework would support the free market (Hinšt, 2021).

Therefore, there is a need for institutions, which will support political ideas such as market competition, instead of deceiving liberalism with perceptions that free market will solve 'all'. Furthermore, oligarchic systems selectively use deregulation, liberalization, and privatization, if these policies fit interests of privileged groups (Šonje & Polšek, 2019). Accordingly, market fundamentalism or connecting free market policies with corrupted oligarchic systems, would just present easy conclusions and narrow-minded understanding of liberal democratic institutions. In order to solve these problems, it is important to keep liberalism within the political and institutional framework of Western liberal democracies, where the political science has had a major contribution.

### **The importance of institutions, culture and social trust for competitiveness**

In line with previously mentioned dilemmas, there is a common perception that the economic liberalization, supported under the New Public Management model, represents either sufficient policy framework for public sector reforms, or that the economic liberalization undermines democratic accountability and the welfare state. Therefore, contrary to these opposing dilemmas, it is important to define the role of New Public Management within a comprehensive system of governance, institutions and society, where social trust plays a crucial role.

i građanske participacije. Drugim riječima, društveni kapital stvara više društvene kohezije i povjerenja među ljudima, što smanjuje transakcijske troškove (Svjetski gospodarski forum, 2018). Slijedom navedenoga, društveno povjerenje poboljšava ekonomsku učinkovitost i u korelaciji je sa zdravljem, obrazovanjem i dohotkom. Međutim, ključni problem leži u partikularističkim društvima, gdje je razina povjerenja niska, s obzirom na to da mogućnost napredovanja ovisi o osobnim vezama više nego o zaslugama i jednakosti pred zakonom. Stoga nisko društveno povjerenje smanjuje suradnju i povećava korupciju, što utječe na percepciju institucionalne pristranosti. To vodi prema potkopavanju povjerenja u političke institucije i demokratski sustav. U visokokorumpiranim društvima, “brze i zamašne reforme javnog sektora koje koriste univerzalistička načela kao vodič imaju veću vjerojatnost da urode većim dugotrajnim učincima od samih antikorupcijskih strategija” (Radin, 2018, str. 10). To znači da dublje i suštinske društvene i institucionalne reforme trebaju podržati borbu protiv korupcije i postići djelotvornu vladavinu prava, što je dio metodologije ekonomske slobode.

Dok univerzalizam pretpostavlja uvijek definirana i primjenjivana pravila ispravnog ponašanja, partikularizam favorizira tijesne društvene veze nad apstraktnim društvenim normama prikladnog ponašanja. Stoga su pokušaji smanjivanja partikularizma djelotvorni za smanjivanje korupcije. U tom smislu, korupcija je niža u zemljama s dugotrajnom demokracijom, tržišnom ekonomijom, centraliziranom državom i visokim udjelom protestanata<sup>6</sup> (Rotondi & Stanca, 2015), što uvelike opisuje anglosaksonske i nordijske zemlje kao predvodnice novog javnog menadžmenta. Štoviše, zbog visoke razine društvenog povjerenja, rizici vezani uz regulatornu politiku općenito su niži, što objašnjava niže poslovne i tržišne regulacije u anglosaksonskim i nordijskim zemljama<sup>7</sup>. Navedene zemlje imaju društva s dominantnim vrijednostima samoizražavanja i racionalnosti, što vodi prema

Since weak institutions hamper competitiveness, governments must strengthen institutions, which are a factor of productivity. Hereby, social capital is important as a level of quality of personal and social relationships, social norms and the civic participation. In other words, social capital creates more social cohesion and trust among people, which reduces transaction costs (World Economic Forum, 2018). Accordingly, social trust improves economic efficiency and correlates with health, education and income. However, a key problem lies in particularistic societies, where levels of trust are low, since the ability to prosper and progress depends on personal links rather than on merit and equality before the law. Therefore, lower social trust lowers cooperation and increases corruption, which affects perception of institutional impartiality. This leads to undermined trust in political institutions and the democratic system. In highly corrupt societies “quick and sweeping public sector reforms that use universalistic principles as a guide are likely to yield greater long-term effects than do anti-corruption strategies alone” (Radin, 2018, p. 10). This means that deeper and essential societal and institutional reforms need to support the fight against corruption and achieve effective rule of law, which is a part of the economic freedom methodology.

While universalism assumes always defined and applied rules of correct behavior, particularism favors cohesive social relations over abstract social norms of appropriate behavior. Therefore, aims to decrease particularism are effective for decreasing corruption. In this respect, corruption is lower in countries with long lasting democracy, market economy, centralized government and higher share of Protestants<sup>6</sup> (Rotondi & Stanca, 2015), which mostly describes the Anglo-Saxon and Nordic countries, as the frontrunners in the New Public Management. Moreover, due to high level of social trust, the risks related to the regulatory policy are generally lower, which explains lower business and market regulations in the Anglo-Saxon and the Nordic countries<sup>7</sup>. These countries have societies

kvaliteti života, povjerenju među osobama, toleranciji, političkoj umjerenosti i demokraciji<sup>9</sup>.

### Deinformacije o tržištu i odnosima s državom

Sudbina novog javnog menadžmenta izravno ovisi o interesnim skupinama koje su dio demokratskog društva i njihovim stavovima prema slobodnom tržištu. Misinformacije i deinformacije stvaraju otpore koji služe kao glavni ulazni elementi za sprječavanje institucionalnih reformi. Zato je *status quo* birokracija u zoni udobnosti, suprotno usmjerenju javnih politika koje bi stvorile institucionalni okvir za stvaranje vrijednosti, na osnovi snažnog privatnog sektora. U tom pogledu, Šonje (2019) ističe problem raširenog nepovjerenja u tržišna rješenja, s obzirom na to da moćne interesne skupine potiču antitržišno raspoloženje i upozoravaju protiv neoliberalizma.

S obzirom na to da neoliberalizam i novi javni menadžment preferiraju smanjivanje opsega države, važno je razlikovati osnovne i prekomjerne funkcije države. Bičanić i Deskar-Škrbić (2018) ističu da prema BARS krivulji osnovne funkcije države mogu pridonijeti rastu i produktivnosti privatnog sektora. S druge strane, povećani opseg države, nakon određene razine, može usporiti ekonomski rast. To je u vezi s Wagnerovim zakonom, koji spaja dugotrajnu javnu potrošnju s BDP-om po stanovniku kao razinom razvijenosti.

### SUŠTINSKI UVJETI ZA INSTITUCIONALNE REFORME

Novi javni menadžment podržava inovativne organizacijske kulture institucija koje rješavaju probleme. Takve institucije teže više ograničenoj ulozi države, što je važno za zaštitu individualnih sloboda građana.

Na taj način, ekonomske slobode su važne za sustizanje razvijenih zemalja, što zahtijeva dovoljno snažne strukturne reforme (Hinšt, 2021) kako bi se ograničena uloga države postigla u što većoj mjeri.

with predominant self-expression and rational values, which lead to quality of life, interpersonal trust, tolerance, political moderation and democracy<sup>9</sup>.

### Disinformation about market and government relations

A destiny of the New Public Management directly depends on the interest groups, which a part of a democratic society and their attitudes toward free market. Misinformation and even disinformation create resistances, which serve as major inputs for impeding institutional reforms. Therefore, a status quo bureaucracy is a comfort zone, contrary to policy direction that would create an institutional framework for value creation, based on strong private sector. In that view, Šonje (2019) emphasizes the problem of widespread disbelief in market solutions, since powerful interest groups fuel anti-market sentiment and warn against neoliberalism.

Since neoliberalism and New Public Management favor government downsizing, it is important to differentiate basic and excessive functions of the government. Bičanić & Deskar-Škrbić (2018) argue that according to the BARS curve, basic functions of the government can contribute growth and private sector's productivity. On the other hand, increased size of government, after certain level, can slow down the economic growth. This is a connection with the Wagner's law, which connects long-term public expenditure with GDP per capita as the level of development.

### ESSENTIAL CONDITIONS FOR INSTITUTIONAL REFORMS

The New Public Management supports innovative organizational cultures of problem-solving institutions. These institutions strive toward a more limited government, which is important for a protection of individual liberties of citizens.

This way, economic freedom is important for catching up with developed countries, which

Budući da su slobodnotržišne reforme snažno ukorijenjene u liberalno-demokratskim sustavima vladavine, važno je istaknuti suštinske uvjete i norme relevantne za bilo koju organizacijsku kulturu, o kojima institucionalne reforme ovise.

### **Individualna sloboda i dobra vladavina**

Individualna sloboda i dobra vladavina (kao snažne vrijednosti u zemljama koje imaju iskustva s Novim javnim menadžmentom) ovise o samopoboljšanjima ljudskih resursa i njihovoj želji za prakticiranjem građanskih vrлина. To posebice znači da bi aktivnosti javnih politika, pogotovo glede regulatorne politike, trebale biti razmjerne i sadržavati snažan mehanizam samokontrole, kako bi se sprječavale nerazmjerne prepreke prema zajednicama i tržištima. Takav obrazac nastoji okvir javnih politika činiti umjerenim. Takav pristup duboko je ukorijenjen u klasičnoliberalnim izvorima stvaranja Amerike, kada je bilo veoma važno educirati građane za ideale samovladavine odnosno demokracije. Stoga West (2017) navodi vrline štedljivosti, radišnosti, liberalnosti, umjerenosti, suzdržanosti, razboritosti, mudrosti, hrabrosti i pravednosti.<sup>9</sup>

### **Mjerenje i tranzicija iz vertikalnih u horizontalne strukture**

S obzirom na to da novi javni menadžment podržava upravljanje državom s rezultatima, važno je razviti mjerenja u svim područjima javnih politika, a posebice u kontekstu procjena učinaka propisa. Svrha mjerenja rezultata ili procjenjivanja učinaka jest razviti preciznost, podržati kritičko razmišljanje i logičko razmišljanje, utvrditi koja aktivnost javne politike je (ne)razmjerna i nagraditi ljudske resurse koji rade dobro. Drugim riječima, mjerenje vodi do preciznosti koja je važna za racionalno donošenje odluka na temelju dokaza, umjesto oslanjanja na populizam, pa čak i dezinformacije.

Kako bi se postiglo sve navedeno, neophodno je stvaranje funkcionalnih organizacija. Dok vertikalne

requires sufficiently strong structural reforms (Hinšt, 2021), to achieve limited government as much as possible. Since the free-market reforms are strongly rooted in liberal democratic governance systems, it is important to emphasize essential conditions and norms, relevant for any organizational culture, upon which institutional reforms depend.

### **Individual liberty and good governance**

Individual liberty and good governance (as strong values in countries experienced with the New Public Management) depend on self-improvements of human resources, and their willingness to practice civic virtues. In particular, this means that public policy actions, especially concerning the regulatory policy, should be proportionate and contain strong self-control mechanism, in order to prevent disproportionate obstacles toward communities and markets. This pattern aims to make the public policy framework moderate. This approach is deeply rooted in the classical liberal origins of the American founding, when it was very important to educate citizens for ideals of self-governance i.e., democracy. Therefore, West (2017) mentions the virtues of frugality, industry, liberality, moderation, temperance, prudence, wisdom, courage and justice.<sup>9</sup>

### **Measurement and transition from vertical to horizontal structures**

Since the New Public Management supports governance by results, it is important to develop measurements in all policy areas, especially in the context of regulatory impact assessments. The purpose of measuring results or assessing impacts is to develop precision, support critical thinking and logical reasoning, determine which policy actions are (dis)proportionate and to reward human resources who perform well. In other words, measurement leads to punctuality, which is important for rational and evidence-based decision-making process, instead of relying on populism and even disinformation.

strukture ne bi trebale biti zanemarene, strukturni problem javlja se kada zastarjele procedure i birokratski silosi dominiraju nad suštinom (javnim politikama) i svrhom (misijom). Stoga tranzicija iz vertikalnih u horizontalne strukture omogućava veze između različitih dijelova organizacije i stavlja naglasak na rješavanje društvenih problema kroz koherentan okvir javnih politika.

### **Analiza informacija kao podrška javnim politikama**

Obavještajne informacije prikupljaju se, procesuiraju i sužavaju kako bi odgovorile na potrebe stvaratelja javnih politika. Njima je potreban pozadinski kontekst, procjena rizika, mogući ishodi i alternativna sredstva za specifične ciljeve javnih politika (Lowenthal, 2017). Unatoč snažnoj povezanosti s nacionalnom sigurnošću, obavještajna djelatnost relevantna je u kontekstu sigurnosti, upravljanja rizicima i donošenja odluke u bilo kojoj organizaciji, uključujući javnu upravu.

Štoviše, obavještajna djelatnost povezana je s analizom konkurencije. U pogledu upravljanja državom i institucija, konkurentnost podrazumijeva sposobnost uspoređivanja s ostalim sustavima i zemljama. Stoga bi bilo koja institucija trebala imati snažan stav prema učenju javnih politika od drugih (koji su među najboljima). Shodno tome, Petak (2008) vidi važnost komparativnih javnih politika, koje vode do transfera javnih politika, konvergencije javnih politika i učenja javnih politika (str. 452).

### **ZAKLJUČCI**

Model novog javnog menadžmenta sadrži elemente javnih politika koji općenito podržavaju tržišno usmjerene institucionalne reforme. Anglosaksonske i nordijske zemlje, kao predvodnice u primjeni ovog modela, općenito su među globalnim liderima u visokim razinama ljudskog razvoja, ljudske slobode, ekonomske slobode, lakoće poslovanja, deregulacije tržišta, konkurentnosti, antikorupcijske

In order to achieve all this, creating functional organizations is necessary. While vertical structures should not be undermined, a structural problem appears when outdated procedures and bureaucratic siloes dominate over the essence (policy) and purpose (mission). Therefore, a transition from vertical to horizontal structures enables connections between different parts of organization and puts focus on solving societal problems through a coherent policy framework.

### **Intelligence as a policy support**

Intelligence is collected, processed and narrowed to meet the needs of policy makers. They need background context, risk assessments, likely outcomes and alternative means for specific policy ends (Lowenthal, 2017). Despite its strong connection with the national security, intelligence is relevant in the context of security, risk management and decision making of any organization, including public administration.

Moreover, intelligence also has a connection with competitive analysis. Concerning governance and institutions, competitiveness assumes the ability to compare with other system and countries. Therefore, any institution should have a strong attitude toward policy learning from others (who are among the best). In line with that, Petak (2008) sees the importance of comparative public policies, which leads to policy transfer, policy convergence and policy learning (p. 452).

### **CONCLUSIONS**

The New Public Management model contains policy elements that generally support market-driven institutional reforms. The Anglo-Saxon and the Nordic countries, as frontrunners in applying this model, are generally among the global leaders in high levels of human development, human freedom, and economic freedom, ease of doing business, market deregulation, competitiveness, anti-corruption transparency



transparentnosti i liberalne demokracije. Njihovi rezultati nisu samo posljedice pojedinih ekonomskih reformi već proizlaze iz sveobuhvatnog političkog i institucionalnog razvoja odgovarajućih javnih politika i društvenog kapitala, uključivog pristupa prema zajednicama i tržištima, kao i dominantno horizontalne strukture u javnim upravama.

Kako bi se suštinski postigle institucionalne reforme i primijenio model novog javnog menadžmenta, važno je otvoriti slobodan prostor za kritičko razmišljanje od strane multidisciplinarne ekspertize, uz snažnu horizontalnu koordinaciju stručnjaka za javne politike i javni menadžment. Takav multidisciplinarni pristup može pridonijeti razvoju inovativnih i inkluzivnih organizacija koje rješavaju problem, uz dovoljnu razinu građanskih vrlina i društvenog povjerenja.

Slijedom navedenoga, primjena modela novog javnog menadžmenta daleko je od uskog razumijevanja ekonomskih politika, bez uzimanja u obzir sveobuhvatnih političkih, institucionalnih i socijetalnih čimbenika. Stoga je potreban racionalan i sveobuhvatan analitički pristup, što može biti teško postići u partikularističkim kulturama, u kojima populizam tjera na ishitrene kratkoročne odgovore.

and liberal democracy. Their results are not just consequences of economic reforms but derive from comprehensive political and institutional development of proper public policies and social capital, inclusive approach toward communities and markets, as well as predominantly horizontal structures within public administrations.

In order to essentially achieve institutional reforms and even apply the New Public Management model, it is necessary to open up free scape for critical thinking from the multidisciplinary expertise, with strong horizontal coordination of public policy and public management experts. This multidisciplinary approach can contribute the development of innovative and inclusive problem-solving institutions, with sufficient level of civic virtues and social trust.

Accordingly, the application of the New Public Management model is far from narrow understanding of economic policies, without considering comprehensive reforms of political, institutional and societal factors. Therefore, a rational and comprehensive analytical approach is necessary, which might be difficult to achieve in particularistic cultures where populism pushes rash short-term answers.

## BILJEŠKE

<sup>1</sup> Nekonzervativne politike iz SAD-a gotovo su u cijelosti podudarne s europskim “neoliberalnim” politikama, koje su uvelike povezane s konzervativnim liberalizmom. [https://en.wikipedia.org/wiki/Conservative\\_liberalism](https://en.wikipedia.org/wiki/Conservative_liberalism), kao i s liberalnim konzervativizmom [https://en.wikipedia.org/wiki/Liberal\\_conservatism](https://en.wikipedia.org/wiki/Liberal_conservatism)

<sup>2</sup> Za detaljnije informacije, pogledati nekoliko relevantnih globalnih izvješća i njihovih ljestvica:

Cato Institute & Fraser Institute (2020). The Human Freedom Index 2020, <https://www.cato.org/sites/cato.org/files/2021-03/human-freedom-index-2020.pdf>

Fraser Institute (2020). Economic Freedom of the World, Annual Report 2020, <https://www.fraserinstitute.org/sites/default/files/economic-freedom-of-the-world-2020.pdf>

International Institute for Management Development (2021). World Competitiveness Ranking, <https://www.imd.org/centers/world-competitiveness-center/rankings/world-competitiveness/>

World Economic Forum (2018). Global Competitiveness Report 2018, <http://www3.weforum.org/docs/GCR2018/05FullReport/TheGlobalCompetitivenessReport2018.pdf>

World Bank (2020). Doing Business 2020, <https://www.doingbusiness.org/en/reports/global-reports/doing-business-2020>

Transparency International (2020). Corruption Perception Index 2020, <https://www.transparency.org/en/cpi/2020/index>

United Nations Development Programme (2020). Human Development Report, <http://hdr.undp.org/en/content/latest-human-development-index-ranking>

<sup>3</sup> OECD (2018). Indicators of Product Market Regulation, <https://www.oecd.org/economy/reform/indicators-of-product-market-regulation/> (podaci za članice OECD-a i neke ne-OECD zemlje).

<sup>4</sup> Za više informacija, vidjeti grafiku “The State of Liberal Democracy in 2020” na <https://www.v-dem.net/en/>, koja je dio metodologije Fraser Instituta za mjerenje ekonomske slobode.

<sup>5</sup> Za više informacija vidjeti <https://www.cia.gov/careers/jobs/political-analyst/>.

<sup>6</sup> Nordijsko vijeće ministara objašnjava kako su protestantizam i slabljenje društvenih hijerarhija potaknuli visoku razinu društvenog povjerenja u nordijskim zemljama. Za više informacija, vidjeti “Trust – the Nordic Gold”, <https://norden.diva-portal.org/smash/get/diva2:1095959/FULLTEXT02.pdf>

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<sup>1</sup> Neoconservative policies from the U.S. are almost completely similar to the European “neoliberal” policies, mostly connected with rather conservative liberalism. [https://en.wikipedia.org/wiki/Conservative\\_liberalism](https://en.wikipedia.org/wiki/Conservative_liberalism), as well as liberal conservatism [https://en.wikipedia.org/wiki/Liberal\\_conservatism](https://en.wikipedia.org/wiki/Liberal_conservatism)

<sup>2</sup> For detailed information, see several relevant global reports and its rankings:

Cato Institute & Fraser Institute (2020). The Human Freedom Index 2020, <https://www.cato.org/sites/cato.org/files/2021-03/human-freedom-index-2020.pdf>

Fraser Institute (2020). Economic Freedom of the World, Annual Report 2020, <https://www.fraserinstitute.org/sites/default/files/economic-freedom-of-the-world-2020.pdf>

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World Economic Forum (2018). Global Competitiveness Report 2018, <http://www3.weforum.org/docs/GCR2018/05FullReport/TheGlobalCompetitivenessReport2018.pdf>

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<sup>3</sup> OECD (2018). Indicators of Product Market Regulation, <https://www.oecd.org/economy/reform/indicators-of-product-market-regulation/> (data for the OECD members and some non-OECD countries).

<sup>4</sup> For more information, see a graphic “The State of Liberal Democracy in 2020” on <https://www.v-dem.net/en/>, which is a part of the Fraser Institutes’ methodology for measuring the economic freedom.

<sup>5</sup> For information, see <https://www.cia.gov/careers/jobs/political-analyst/>.

<sup>6</sup> The Nordic Council of Ministers explains that Protestantism and the breakdown of social hierarchies stimulated high level of social trust in the Nordic countries. For more information, see “Trust – the Nordic Gold”, <https://norden.diva-portal.org/smash/get/diva2:1095959/FULLTEXT02.pdf>

<sup>7</sup> Relevantne metodologije i globalne ljestvice su *Doing Business* Svjetske banke, <https://www.doingbusiness.org/en/doingbusiness> i OECD-ov *Product Market Regulation*, <https://www.oecd.org/economy/reform/indicators-of-product-market-regulation/>

<sup>8</sup> Za više informacija vidjeti The Inglehart-Welzel World Cultural Map (2020), [https://www.wikiwand.com/en/Inglehart%20%93Welzel\\_cultural\\_map\\_of\\_the\\_world](https://www.wikiwand.com/en/Inglehart%20%93Welzel_cultural_map_of_the_world). Tzv. *scatter plot* stvorili su politolozi Ronald Inglehart i Christian Welzel, dok se podaci temelje na World Values Survey i European Values Survey.

<sup>9</sup> Autor navodi nekoliko gradanskih vrlina na više mjesta u knjizi. Za više informacije o pojedinim stranicama vidjeti Indeks knjige (str. 419).

<sup>7</sup> Relevant methodologies and global rankings are the World Bank's *Doing Business*, <https://www.doingbusiness.org/en/doingbusiness> and the OECD's *Product Market Regulation*, <https://www.oecd.org/economy/reform/indicators-of-product-market-regulation/>

<sup>8</sup> For more information, see The Inglehart-Welzel World Cultural Map (2020), [https://www.wikiwand.com/en/Inglehart%20%93Welzel\\_cultural\\_map\\_of\\_the\\_world](https://www.wikiwand.com/en/Inglehart%20%93Welzel_cultural_map_of_the_world). The scatter plot was created by political scientists Ronald Inglehart and Christian Welzel, while the data is based on the World Values Survey and European Values Survey.

<sup>9</sup> The author mentions several civic virtues in many parts of the book. For information on particular pages, see the Index of the book (p. 419).

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