



Section 4. Political science

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THEORETICAL CONCEPTS OF PUBLIC ADMINISTRATION AND KOSOVO CASE

*Albulena Brestovci*¹, *Zemri Elezi*¹

¹ South East European University

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Abstract

The paper gives an insight about the understanding of public administration under Kosovo developments and the practical developments of Kosovo public administration from the post war period until the current times. Author with the paper gives explanations about the concepts of public administration from various authors from both, theoretical aspects and form the practical developments of it. For the needs of the paper, the combined methodology is used followed by following methods: method of legal analysis, method of comparison analysis, method of political analysis and method of linguistic analysis. The main aim of the paper is description of understandings of basic concepts and the development of public administration through different phases of its development—from the international civil administration in Kosovo, to Kosovo independence and the new trends of its development in the spirit of EU integrations. Paper is expected to be important component of academic debate in Kosovo which will be further enriched and on the other hand it will serve as a means to be used by practitioners.

Keywords: *public administration, Kosovo, reform, concepts, development, academic*

Introduction

Public Administration

Public administration represents institutions of state bureaucracy, it has to do with the public institutions, organizative structures that contain basis of decision making and implementation of decisions as well as rules according to which public services are exercised (Azizi, Aziri, & Elezi, 2009, p. 11).

We can define public administration as execution of public policy which is deter-

mined by representative organs, respectively we define it as a collection of public services that ensure realization of important duties for the state in order to realize the public utilities. Besides others there are understood other organs that exercise administrative work (Pollozhani, Dobjani, Stavileci, & Salihu, 2010, p. 15). In order to realize the public utility, public administration ensures public services and performs important duties for the state, services which include education,

public security, infrastructure maintenance, transport, health, and other services.

A group of authors related to public administration stated

“Public administration in many aspects is a chameleon, it differs its colors depending on its environment. In real world, it advice politicians, helps in drafting policies and is essential in implementing in various levels of governance” (Hustedt, Radma-Liiv, & Savi, p. 129).

Public administration is as old as the civilization is, with the bureaucracies that serves as the main governing institution and administration since ancient times (Farazmand, Bureaucracy, administration, and politics: An introduction, 2009, p. 1).

Public Administration is old similarly to civilization

Public administration is as old as human civilization and both existed side by side contributing in development and failure. Development of administration was a component of historic administrative traditions and in fact development of administration was a flourished field. Administration and civilization existed side by side and fed each other and both were component parts for human advancement because. This because they made it possible civilization achievements and they made it clear the overview in the human history which quite clearly reveals the importance of public administration in increasing civilization and achievements in the entire globe (Farazmand, Development and Comparative Public Administration: Past, Present, and Future, 1996, p. 333–337).

Public administration has been a historic component of traditions and it has played an important role in the developments of societies. Whereas civilization made process of human advancement in the cultural, social, political and economic aspects.

In fact, literature of public administration has a bunch of resources and studies which include different aspect of public administration. As an independent field it is dedicated to analysis of structures, processes, policies and performance of administration in various levels of governance.

Public administration literature, like other fields is very rich and it involves a broad

specter of themes and perspectives that have to do with the theories and models of public administration; management of human resources and finances; analyzing of public policies; control and accountability; modernization of public administration and many other themes.

Administrations systems were “personal”

Previous systems of administration have an important common characteristic. They were “personal” which means that they were based in the loyalty upon a specific individual like king or minister in a country, instead of being “impersonal” based on legality and in the loyalty in the organization and in the state. Their practices often resulted in corruption or in misuse of function for personal benefits. Aforetime it was common for those who aspired employment by the state, to use patronage or nepotism for employment by buying offices and the right to work. In USA during the most of XX Century there existed the loot system of administration and only after the elections which brought the other party into the power, every administrative work from top to bottom could be fulfilled by a nominee by the winning political party (Rosenbloom, 1983, p. 18).

In previous systems the practice of nepotism and buying of positions were common, however by passing the time these practices changed. Now, modern systems of administration are oriented towards legality, competition that are based in the merit and political neutrality. Whereas, today. Systems of public administration aim to be independent from the political influence, based on clear principles and defined procedures, giving more importance to the legality, meritocracy and professionalism. Gladen claims that public administration has to do with the activities of government and that the word administration means to care for people; to manage their work and an administrator is a servant and not a God (Thornhill & Dijk, 2010, p. 101).

Wilson in his 1887 article said that the way of rising of administration should be done in such a way that it is in the interest of public servant to serve, not only to serve the supervisor but also to serve community. One his suggestion was that administration should

be structured in that way so administrators are held responsible for their acts (Clements, 1998, p. 324). On the other side, meanwhile Waldo explains that Public Administration is at the same time a field of research and an activity which means that in order a theory to exist, it should describe and explain borders of research as determined by activity itself (Thornhill & Dijk, 2010, p. 101).

Perfection of the administration is achieved in a public service regulated in the hierarchic way and trained professionally whereas effectiveness is achieved by perfecting hierarchic order of a public service trained professionally (Ostrom & Ostrom, 1971, p. 204).

Principles and standards derive from legislation

Principles and standards of a good public administration derive from legislation and jurisprudence of EU and good administrative procedures of its members. These are principles which offer guidelines to policy makers towards EU membership and toward cross border cooperation.

Main challenges of good administration were the respect for the rule of law and predictivity, whereas additional challenge of good administration was the answer on radical social, cultural and economic changes which happened during the last decades that mainly touched countries in transition and potential countries for EU membership.

We have a good administration even then when the accountability and control are enabled; documentation of steps and procedures undertaken in their registers including all requests and applications, evidences and other relevant documents for administrative procedures... And then, when we have good and effective administration, since public authorities should be successful in achieving their aims, the treatment of public problems regulated by law and by government-so the it should not be burdened with the unnecessary costs and charges upon citizens and businesses is one of the best ways to achieve efficiency and effectiveness (OECD, SIGMA, & European Union, Checklist for general law on administrative procedures, 2005, p. 7-9).

In the function of clear development of the right to good administration in Europe

a recommendation from Council of Europe came which oriented towards activities in the field by drafting a new legal instrument. This recommendation has a broad range since it is implemented for all public administrations and in their relationships with the private persons. By proposing a "good administrative code" recommendation unifies rules which were dispersed and diverse by enabling of a model of administrative organizing which is efficient and rational in accordance with the rules that should be used by all administrations (Council of Europe, 2007, p. 15).

Public administration is an interdisciplinary field which is based in diversity of approaches and discipline values. There exist disciplines that form the basic foundation of the field except the traditional managerial emphasize over the efficiency and effectiveness; the field of public administration is impacted a lot by representation nature and reaction of political system as well as by the underlining of legal system over the rights and social equality (Wright, Public Administration as an Interdisciplinary Field: Assessing Its Relationship with the Fields of Law, 2011, p. 96).

Effective and efficient administration includes management of public management; it promotes and strengthens democracy and good governance. There was a civil service functions it is essential to ensure that democratically elected officials are able to protect citizens rights and to mobilize respective resources in that way to pay for offering services (Cheema, 2007, p. 29).

Providing qualitative services and the use of good needed resources creates a suitable environment for good governance that contributes in improving the life's of citizens of that country. Public administration should be oriented towards maximization of efficiency and effectiveness and the economy (Rosenbloom, 1983, p. 220).

Public administration hardly accepted by other disciplines

Public administration is approved by hesitance as the science by other scientific disciplines in social sciences. It is public administration that studies human beings that are engaged with the administrative and managerial duties in state organs and therefore every study should pay attentions to the

behavior and activities in an organizative environment which operates in a political environment. Public administration as an applied science should connect every theory with the practical situations within which the administration is practiced (Thornhill & Dijk, 2010, p. 95–97). Connection of theory with the real situations and application of accountable methods to analyze, direct and improve administration gives importance to understanding and practicing the administration. Public administration science was born at the end of XX century, when the state business start to attract socio-academic attention. Revolution that transforms public administration into a science and into independent profession has to do traditionally with the work and the essential vision of Woodrow Wilson and Frank Goodnow (Vigoda, 2002, p. 36).

These two researchers helped the rise of public administration into an independent field of study. They have determined the essence of public administration by giving special importance to organizing and management and the implementation of public policies and they have stressed out the need for professionalism, for responsibility and concentration in providing services for citizens.

Strong evidence that public administration became heavy scientific for over more than 70 years since the critics of Dahls who came up with two proposals related to the public administration as science:

First, it is reasonable to valuate the status of public administration as science based in its ability to decide universal principles and.

Second, public administration is qualified as science and even though a considerable space for improvement remains and that there was a considerable progress in use by using process and scientific methods.

Dahl also has identified 3 problems that characterize study of public administration and they are normative values – whose importance could be seen at the individual level and at the group level. Studies of the individual level have investigated important roles that values play in impacting behavior of public workers in decision making, those of the group level have investigated values that direct public act and determination of public interest. It is important to stress out that progress has been made in the importance

that save values in disbursing and evaluating government policies and programs (efficiency, effectiveness, transparency and accountability); human behavior – where status of public administration should derive and contribute in a sense of human behavior within itself and it doesn't conflict necessarily with the administrative management and with the request for universal behavior. Dahl augmented that behavior is very changeable and that factors that impact behavior are broad and complex.

Normative values and Public Administration as science

Studies of individual and group level have discovered how values impact in the process of decision making and in achieving the goals of public administration, and also the understanding of human behavior and the impact of socio-cultural factors have an importance in the field of public administration as well.

Thus, in order to improve the status of public administration as the science it is important to continue investigation and to develop scientific methods as well as to evaluate impact of social and political context in the field of public administration.

Comprehensive overview of administration contains public functions of administration, functions of generic nature because of universal implementation which also reciprocally involved that together contain effective and efficient functioning of public service (Thornhill & Dijk, 2010, p. 102).

Some authors of public administration have considered in phases the role of control of power; others have been critic against it and have seen it as an obstacle for development of legitime and strong state.

Wilson (1956) saw the division of powers as the constitutional handicap that hindered efficient acts of the government. He argued that “the federal government lacks power because its power is divided; it lacked speed because its authorities were multiplied, it lacked ability because its processes are without respective direction” (Terry & Spicer, 1993, p. 244).

Links which are made between research, teaching and practice are strong and give to the field a live spark. It is public administration that gains respect within the academic community, however it faces an increasing

problem on improving of a practice side (Kettl, 1999, p. 128).

Author Bauer emphasizes some of the important changes on the goals of administration and political sciences, first -it is a multidisciplinary effort focused in the applied research whereas second, aims to advance our theory knowledge directed towards our research.

In political sciences the study of democracy, power and legitimacy is the essence of grant disciplines, for example, how the democracy functions? How the maintenance of power and political actors is held and how the governance is exercised? whereas main questions which have a monologue in the grant of public administration are: which is the role of bureaucracy? Who is in the situation to impact decisions in the governmental apparatus? How the responsibility relationships in the different contexts and for different actors? (Gulick & Urwick, Papers on the Science of Administration, 1937, p. 133,134).

Public administration as the research field, time after time has taken into consideration the history of political and social thought for penetration. In fact, a lot of earlier authors of the public administration showed a vivid interest for this topic whereas last years a number of modern authors have demonstrated that a historic examination of political and social thought could be important for studying and for the practice of modern public administration, but however for at least some authors it remains tendency of minimizing importance of the history of political-social ideas on investigating public administration. Tendency for minimizing importance of political-social ideas in investigating public administration exists but on the other side history of socio-political ideas on investigating public administration is necessary and obligatory for studying and practicing public administration (Spicer, 2004, p. 353, 354). Cameralism was a school of economic-social thought within Prussia of XVII century which was developed in order to reform society. Lorenc von Stein who was a professor in Vienna, since 1855 is considered to be the founder of science of studying public administration in Europe. According to the opinion of Von Stein, science of public administration is an integrative science. He considered the public administration as

practice but theory should create the basis of this study and also, he argued that the science of public administration must try to approve a scientific method for studying. After 1945 year, ideas of previous authors were being doubted. Initially, the difference between politics and public administration was strongly relativized, but the debate however continued. Because of the various political scandals in US, public administration had to separate from politics and thus efforts were made to study public administration as it was composed of clear scientific forms which should be followed so they could get efficiency and effectiveness, but nonetheless every effort to deny political environment in studying public administration failed because public administration has to do with the human beings who act in a specific environment but which is politically led (Thornhill & Dijk, 2010, p. 99, 100).

Herbert Simon with his essay from 1946 "proverbs of administration" accused public administration as it had contradictory and conflictual theories and it had a lack of the basis of knowledge which could ensure guidelines for practice. He proposed that public administration to determine concepts, to approve effectiveness as its objective, to be focused in study of decision making and to build models that may foresee efficient models. Simon proposed that public administration must generate clear concepts, to review determinants of effectiveness, to focus in decision making and to evaluate how various factors impact the effectiveness.

Progress made in the public administration in these dimensions:

1. Generation of clear concepts
2. Determinator of efficiency
3. Decision making

4. Weighing of factors that impact in effectiveness (Meier, 2015, p. 15; See more: Meier, Kenneth J. "Proverbs and the Evolution of Public Administration." *Public Administration Review* 75, no. 1 (2015): 15–24. <http://www.jstor.org/stable/24758021>. fq. 17, 18).

Public administration is evaluated by Simon as a science upon artificial and which is focused in the way how things could be and how they are in reality. He also stressed out that if we like to improve this situation of

public administration it will be necessary to require two goals: that of science quality and of practice importance.

As it is for the first factor, public administration is focused to address those needs and in developing policies and programs for growing economic development. Regarding the second factor, that of changing of needs of countries in development and the developed ones, public administration is adapted to treat changes, requests and challenges of various societies by taking into account local and global context. In the third factor has made efforts to be developed in the organizational, managerial and technological aspects in a way of improving performance and its effectiveness.

Public administration regarding the transfer of development and technological knowledges has gained experience and learned lessons from the developed countries regarding practices and methodologies of the public administration, by making efforts to apply them in their national context. Regarding the fifth factor, public administration was adapted depending in specific conditions of every country taking into account political, economic and cultural context to develop good policies and practices. Whereas, regarding the last focus, public administration has looked towards developed nations and took resources of lessons and good examples to be followed for what it has made effort to apply so it achieves the desired development.

As a multidisciplinary field, public administration has its roots in a number of disciplines of social sciences, where public administration borrows theories and methods, which unifies public administration is its subject, public sector and public sphere, not goals, theories and methods. Within universities in the entire globe public administration refers to academic research and teaching and sometimes advices fort policies, which consider public administration in the real world as the object of study (Hustedt, Radma-Liiv, & Savi, pp. 129, 131, 132).

Public administration is a field which has interaction with various disciplines and as such uses theories and methods of these disciplines, but the main focus is in studying and analyzing the public sector and in improving of functioning of public administration and giving contribution in policies and in the public reforms.

Regardless of basic similarities, public administration of our time is an organization quite different from public services from the past, it is bigger than ever before and it is being broadened, it is more complex than it was in the past, it has responsibility for citizens and it should still should meet the requests of citizens, it is gaining more rights but it should more than ever to keep its functioning and to respect standards of equality, social justice and especially accountability (Vigoda, 2002, p. 2).

Nature of administration has been studied also by sociologists as one of many social structures. Lately the socio-psychologic school of behaviorism has given great contributions in order to understand the way of why officials and public employees act as they act and all of these have important approaches and form all of these come understanding and wisdom (Storing, 1965, p. 49, 50).

Public administration, today, is quite different from public services in the past. Surely, many historic functions of public administration as collection of information, data retention and implementation of laws continue. A new public management is relies upon traditional public administration; science was applied in theory and in practice in a broader concept of administrative management (Caldwell, 2002, p. 151, 152).

That what is known as traditional public administration whose start was in Great Britain in XIX century, sometime in the past it was called big reformation movement. There where amateurs linked with personal loyalty related to their supervisors exercised functioning of public administration; duty became a profession which was done by special public service based in merits. Service at that time was a high call that require from the best disposable people to create a special administrative elite to act always in accordance with the law and the established precedents. Politicians may come and go, whereas government apparatus was in the hands of permanent officials and that the transition between regimes could be treated normally.

Traditional model

Traditional model of administration remains to be the most successful theory of management in the public sector, but this theory has been replaced in many countries

from 1980 year because of not good functioning. Political leaders and communities considered services as weak, related in the process and out of contact with the reality. As a conclusion we could say that this model was successful and imitated broadly from governments in the entire theory as well as in practice and it had its good points and it compared with the previous forms which were full of corruption was more efficient and that the idea of a professional service was big improvement from personal or amateur (Hughes, 2012, p. 15, 17, 43).

Traditional model of public administration which dominated the biggest part of XX century changed in the mid of 1980 in a form of public management based in a flexible market and that this is not simply an issue of reform or a small change in the managing style, but it is change in the role of government in society and relations between government and citizenry. Term public administration always referred a study of public sector except it was an activity and a profession. Public policies, public administration and public management are terms that refer to the same thing, which is the way how administrative part so governments are organized, treat information and produce results in policies, in laws or goods and services (Rosenbloom, 1983, p. 15).

If public administration is to be developed as profession, there are some conditions to be present: theoretic, scientific and technical basis, training in the theories in the techniques of administration, "a call to serve", attitude about individual recruited in profession, an institutional network and the exercise of control over practice (Waldo, 1988, p. 930).

Challenges met by public administration will not be reduced. Quite a contrary tendency which we have seen to have appeared happened to lead towards radical changes in the duties that public administrators address and as a consequence the way how they act. As a consequence, radical changes will also be necessary in the ways they are educated and naturally these changes will cause consequences in the research agenda (Bovaird, 2002, p. 350).

Author Finer says:

"Administration starts there where legislators declares that the separation of administrator will start".

Dichotomy became a theory of public administration and it became a normative guide for professionals of public administration. This school is characterized by the efforts it made in order to distinguish public administration from politics with the main values which lead public administration from politics including hierarchy, neutrality and expertise and wish altogether form a feature that is determinant for the public administration. Attention in this school has been paid to the bureaucratic expertise. This school was not free of strong critics because of the normative voids and empirical accuracy.

The second school of division is political school which includes concept of political public administration. Arguments of this school underline and support a broad inclusion of administrator in all phases of political process and which is characterized by the total refusal of sharp division between politics and administration. For this school public administration is an un divisible part of governance and it is impossible and not desirable to be achieved even if only there is partially a division between them.

It is author George Fredersicson who in 1971 threw down totally principle that public administration should be under the political leadership (Demir, 2009, p. 524).

Dichotomy politics-administration refers to partisan political activities division from civil administration, especially in procedures for nominating civil officials. In such systems which is followed in Commonwealth, the roles of legislative and executive branches are combined in a person of elected minister and that the powers are divided by saving independence and the mandate of the chief of civil department who gives "sincere and fearless" advices for minister. Defenders of American systems argue that a government of a coming government should bring persons that could be trusted in high positions if they will implement the agenda for reform whereas systems of Westminster argue that trust, stability and effectiveness increase if a government know that its officials have no partisan accesses (Shultz, 2003, p. 331).

The third school is the school of interaction which in some way represents different efforts to find a joint basis between political and the school of division. This represents a

series of ideas that underline the cooperation between officials who are elected and administrative officials by saving traditional rules and unique perspectives of each of them.

What differs this school from the political school is a clear being of the issue of extension and inclusion of the administration in politics.

There are three suggestions regarding the use of schools:

1. School of division could help in isolation of public administration from political impact and that such a need could appear in specific circumstances and that this school is necessary in taking elected officials and administrative officials to cooperate in such unsecure cases and complexity could impose mental actors to interact and to cooperate for duties which are not routine, whereas political school could help in a better use of politics to fulfil social and political goals.

2. Researchers of public administration should continue efforts to produce empiric hypothesis which are testable and that reflect important proposals of all three schools and that shall evaluate these hypotheses with empirical data all the time this is possible and suitable.

3. Third proposal includes conceptual and theoretical models that explain relationships politics-administration which should communicate between themselves clearly and openly. Public administration researchers could test specific pretensions of a model in the field of the other model and then see how the other model respond to these claims (Demir, 2009, p. 524).

Among most important functions are: development of human resources, protection of human rights and political freedoms, security, health and wellbeing, creation of social capital by strengthening civil society, environment protection, mobilization of financial resources for development, creation of partnerships and cooperation in the private sector and NGO for providing services, democratization of government, ensuring and facilitation of physic and technological infrastructure and enabling the development of private sector, whereas means to strengthen public administration are: constitutional, electoral, governmental, administrative and public service reforms (Rondinelli, 2007, p. 1, 4, 17).

Another important aspect is expressed displeasure by citizens in many countries with the government functions and services offered by public administration, displeasure that initiated request for improving governance and public administration and at the same time increase capacities of state to exercise its roles and functions.

In one of most important functions of public administration include also development of human resources, protection of human rights, public security, health and wellbeing, strengthening of civil society, cooperation between private sector and NGOs, mobilization of financial means for development, support of private sector, etc.

Author Xhabbir Cheema sees the concept of public administration in last 50 years to have passed through four phases. Historically public administration has been precepted as a group of state structures, institutions and processes which are characterized apart of other features by hierarchy, continuity, impartiality, standardization, legal-rational authority and professionalism. It was supposed to guarantee human security and protection of property, to set up and implement social standards and to support the rule of law.

Second phase of public management was focused in implementation of management principles by including efficiency in using resources, effectivity, orientation towards clients, relying in market forces and bigger sensibility on public needs. Call was issued for expanding the role of private sector respectively minimizing the size of public sector and the field of traditional public administration. In this phase efforts were made so the principles of private sector to be used in the public sector.

Third phase represent new public management which continued previous trends. It was focused in partnerships oriented towards results between public and private sector in offering services for citizens. Foreseen principles are: principle of flexibility in giving possibilities to managers to face continual changes in the national and global environment; empowering citizens to promote efficient entrepreneur management and oriented towards results by including "direction and not driving; new mechanisms of responsibility that overcome mechanisms of com-

patibility to ask for innovations and results during processes; bringing in principles of business in public work including external resources and contracting; promotion of professional ethics in the sphere of public and management of performance and budgeting.

Fourth phase presents governance which is determined from a system of values, politics and institutions with what a society administers economic, social and political issues through interaction within state, civil society and private sector. It (phase) includes mechanisms and processes to whom citizens and other groups could express their interests, to mediate in their change and to exercise the rights and duties. There are three factors involved in governance: state-who creates a suitable political and legal environment, private sector who generates incomes and civil society who facilitates social and political interaction (Cheema, 2007, p. 30, 31).

In his studies Leonard D. White about the administration, he supposes that the study of administration should start from the basis of management rather than from its foundation in law and this confirms that what was seen to be an implication of the first supposal that the unity in the process of administration excludes a division between public and private administration, since it excludes a distinction between federal administration, state and municipal one. Other supposal of White (administration an art in transforming into science) says that since administration is still an art, there exist a considerable tendency to transform it into science.

Fourth (his) supposal about the administration as a central problem of modern governance stays in that, that administration has become and continues to be the heart of modern governance, exactly the administration which is essentially nonpolitical is the heart of the problem of the modern governance (Storing, 1965, p. 40, 43, 46).

Science or art

Is the public administration an art or science? Answer in this question has a great importance for state building, because good public administration is key for an effective government. If public administration, organization and management of individual public agencies is a science then study of good pub-

lic administration and the raise of competent public agencies is going to be problematic.

The lack of valuable global regulations for drafting and the organizational management means that public administration will be more an art and less as science and this means that the best solutions for problems of public administration, even though it has some features of institutional design will not be good and clear practices because those should include a considerable quantity of specific information about the context (Fukuyama, 2004, p. 189).

In fact, public administration could be considered as a combination of both aspects, of science and art which faces complex challenges and efforts implement knowledges and different methodologies.

Elements of science are found when we see it from the organizational aspect and management of public individual agencies because there exist theories, models and developed methods to address challenges of managing the public institutions. Social sciences, as it is public administration and other branches offer theoretic basis and analytical instruments in order to understand and treat administrative phenomenon and however, in every day practice of public administration, there are other factors who impact decision making and activities of public administration. Therefore, in order to improve public administration, it is necessary to combine the elements of science and art. Study of administration as science ensures the part of theoretic basis and other methodologies, whereas implementation of an artistic ability in treating concrete administrative challenges could bring to the innovative effective solutions.

Efforts for creating a science of public administration has often led to the creation of universal laws or even more often ascertain that universal laws could be formulated for public administration.

On the efforts of making science of public administration similar to science of nature, laws or supposed laws are stripped of normative values, of caused distortion, of individual unfixed psycho and of not important supposed effects of cultural environment.

A statement with equal impact is that of L. Urwick that "there are determined principles which regulate association of human

beings for every goal, as there are determined principles in other fields”.

Others simply argue that it is possible to reveal general principles of broad validity even though not necessarily, but however investigation of these more limited principles is unable based on three problems of values, of individual personality and of the social cadre.

Sciences as such do not deal with the investigation or with explanation of normative values and indeed general doctrine, if not in universal way, it is accepted that science cannot demonstrate moral values, that science cannot build a bridge beyond a big gap from that “what is” to that “what it should be”.

Most problems of public administration are around human beings, study of public administration in essence is the study on human beings as if they have behaved as expected or as foreseen – how could behave under the determined circumstances. What identifies if the field of public administration from psychology or sociology or even from politics in institutions is its concern about the behavior of people in the exercised services from mindful agencies of government and that this concern regarding human behavior limits a lot immediate potentials of a science of public administration.

No science of public administration is possible if the place of normative values has not been made clear, nature of people in the field of public administration is understood better and that his behavior is more predictable, if a group of comparative studies exists from what it would be possible to reveal general principles that overcome national borders and specific historic experience (Dahl, 1947, p. 1, 2, 4, 7, 11).

Therefore, comparative studies have an important role in developing science of public administration because through analysis which could be done, by comparing institutions, policies and administrative practices of various countries we could take out principles and general lessons which are valuable beyond borders.

Administrative activity is a product of a complex administrative system loaded with offering services with the intentions of undertaking aimed acts in ensuring wellbeing of citizens as well as in cultural development and economic advancement.

Current public administration requires sustainable instruments to keep it as dynamic and functional. Administrative theory and practice should be symbol of transformation in line with development and new reforms in public administration. Modern concepts of administrative system rely in a complex and dynamic system of human interaction. Public administration is a symbol of good governance through the process of transformation of public services and that this governance requires efficiency, effectivity and transparent administration which could be achieved through public officials who are capable for planning, organizing, coordinating and managing of administrative activities.

As a part of transformation of public administration is considered also by citizens as a good factor to impact decision making in public sector, however in most countries citizens are skeptical regarding their participation in decision making since they consider the process of transformation of public administration a something irrational and less effective; in this regard citizens feel that they do not have impact in the problems that tackle them directly or indirectly. Therefore, it is of big importance to improve the participation and inclusion of communities in the activities of public administration in order to make it easier the process of transforming the public sector. (Batalli, Factors Affecting the Transformation of Public Administration, 2016, p. 32, 39, 40).

Administrative sciences, in order to fulfil these requests should be open for reforms and new developments; should expand knowledges and deepening of understanding of meaning of public administration under new circumstances in society, which would help improvement of performance and will ensure effective and transparent governance at all levels of a state.

As a continual process, innovation of administration includes decentralization of public administration, simplification of procedures, informatization of offers for services as well as improving the development of human resources (Batalli, Impact of Public Administration Innovations on Enhancing the Citizens' Expectations, 2011, p. 156).

In order to follow the process of Europeanization in many countries, the main chal-

lenge and a big chance is creation of a sustainable, efficient, transparent, independent and professional administration. Nonetheless, in every field of life there are created public administrations.

Kosovo Public Administration

Kosovo Public Administration involves a group of governmental institutions and organizations that have different administrative responsibilities in serving citizens and businesses. Some main organs with the administrative responsibilities are ministries, government agencies, municipalities, independent institutions and the organs of control.

Ministries are the main institutions of executive power in Kosovo. Each ministry is responsible to manage and to implement policies and laws in specific fields as: education, health, finances, etc. They are responsible to draft policies, to monitor performance and to offer services within their own competences.

In Kosovo there exist a series of governmental agencies and independent institutions that have specific responsibilities in various fields.

An important level of public administration of Kosovo represents municipalities who are responsible to offer local services and to develop their communities. They help on generalization and implementation of central policies in the local level and in meeting the needs of citizens within their communities. Whereas the organs of control are responsible to control and evaluate activities of the public administration, guaranteeing accountability and transparency.

Public administration in Kosovo is responsible to implement public policies, to offer public services and to manage issues of administration at the central and at the local level. It includes a broad specter of governmental institutions and organizations who hold various responsibilities for functioning of state and for fulfilling the needs of citizens and the businesses.

Public Administration in Kosovo aims to ensure good governance, efficiency and accountability in providing services. It should act in accordance with the law, it has to be transparent, to respect the rights of citizens and to promote social and economic development of the country. In order to achieve

these goals, Kosovo Public Administration should work on harmonizing with the EU, to strengthen capacities of employees, to use information technology when communicating in that way to improve administrative processes and to promote accountability and responsibility on implementing policies and providing public services.

Summarizing, we can say that the public administration in Kosovo has various functions and responsibilities in implementing public policies; in offering public services and in managing administrative issues. Development and implementation of public policies is one of the main responsibilities of public administration that includes drafting strategies, planning of policies, monitoring and their implementation and evaluation of achieved results. Other function of public administration is offering of needed public services for citizens and businesses, for what public administration should make sure that they are accessible, qualitative and are able to fulfil needs of citizens.

Public administration has also the responsibility to regulate and to implement laws in the country, including drafting of administrative regulations, implementation of laws, monitoring implementation and following the procedures. Public administration should ensure that laws are being implemented in a lawful way and it can undertake investigations when necessary if this is not being respected.

In addition, public administration in Kosovo is responsible to manage human and financial resources, including recruitment and training of employees, budget planning, financial control, administrations of salaries, etc. It should ensure efficient and transparent management of resources in order to realize its goals and its responsibilities. Other responsibility of the public administration is communication and cooperation where public administration is responsible to communicate with citizens, with the civils society organizations, with the businesses and other institutions. This includes information, receiving of requests and citizens complains, organizing public consultancies and creating partnerships for sustainable development.

Conclusions

Public administration even though it exists over the centuries, in the way it is learned and studied now, it is quite a new science in social sciences. In the last century it has quite a different physiognomy. The dichotomy between politics and the administration remains to be an issue to be more resolved by scholars and researchers. But the thoughts of Wilson and Von Stein are a good basis for further studies. Many questions have to have answers regarding the public administration as science and as the practice as well as there are still clear answers to be found on under-

standing of public administration formally, materially and so on.

Kosovo public administration has gone through various phases of its development. Since the Declaration of Independence, Kosovo administration is built upon its constitution which was adopted right after the Declaration of Independence.

The current administration is being developed with all of the efforts to respect requirements of EU integration. On the other side as a subject, it is taught in different colleges and universities and this shows that it is important also as a study discipline and not only as the practice in the field.

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© Albulena Brestovci, Zemri Elezi

Contact: ab29087@seeu.edu.mk: z.elezi@seeu.edu.mk