

UNIVERSITAS LATVIENSIS



Romāns Putāns

**KLIENTORIENTĒTAS PIEEJAS NOZĪME
VALSTS PĀRVALDES ATTĪSTĪBĀ:
JAUNATNES GADĪJUMA IZPĒTE**

ROLE OF A CLIENT-ORIENTED APPROACH IN
THE DEVELOPMENT OF PUBLIC ADMINISTRATION:
CASE STUDY OF YOUTH

Promocijas darba kopsavilkums
Doktora grāda iegūšanai vadības zinātnē
Apakšnozare: sabiedrības vadība

Summary of Doctoral Thesis
Submitted for the Doctoral Degree in Management Science
Subfield of Public Administration

Rīga, 2016

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FACULTY OF ECONOMICS AND MANAGEMENT



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The Doctoral Thesis has been developed in the Department of Public Administration, Demography and Socioeconomic Statistics at the Faculty of Economics and Management of the University of Latvia during the period of 2007 to 2016.



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Form of the doctoral thesis: dissertation in Management Science, subfield of Public Administration.

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The Doctoral thesis and its summaries in Latvian and English are available at the Library of the University of Latvia, Raiņa Blvd. 19, Riga, Latvia.

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ANNOTATION

The doctoral thesis titled “Role of a Client-oriented Approach in the Development of Public Administration: Case Study of Youth” authored by Romāns Putāns explores the concept of the client-oriented approach within the public administration’s development processes. It studies the conceptual and theoretical foundation of the client in public administration and the client’s role and impact on the development of public administration. The in-depth analysis of the doctoral thesis focuses on a case study of youth as the clients of the youth policy, and their role in public administration development in Latvia. Within the empirical research of the thesis, the author has conducted a quantitative study evaluating the Latvia’s youth policy from the perspective of its clients – young people – in the context of public administration development, i.e., to what extent the policy makers’ expectations contained in the national youth policy are in line with the intentions of young people regarding their participation in the development of public administration in future. On the grounds of such research, the author offers a new policy measurement – policy’s client-accordance index, PCA. The results of the study, the proposed policy client-accordance assessment methodology as well as the conclusions and recommendations of the doctoral thesis shall be useful for the improvement of public administration development management processes, in particular strategic planning and policy making through the client-oriented approach.

Keywords: *public administration, public service client, youth, public administration development*

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INTRODUCTION

Thesis topicality

The post-industrial civil society paradigm is increasingly strengthening in modern democratic public administration systems. That, among other principles, is also characterized by societal equality and participation opportunities; as a result state power is focusing more on the needs of society. This, in turn, is reflected in broad public administration reforms carried out to improve the efficiency of the state power realization according to the needs of society. Public administration reforms in the world's democratic states is a continuous process and their development is also foreseen in the future.^{1, 2} They have contributed to the transition from the traditional model of public administration, which is based on an institutionalized civil service and its impersonal performance under a certain hierarchy and regulations, towards the public administration market model, which improves the efficiency of public administration, including promotion of client- and service-oriented public administration functioning. The public administration market model is largely based on using private business management methods in which great attention is paid to the provision of services and the client's concept. Organizational management and development methods in the context of industrial society began to change in the middle of the 20th century along with the development of modern strategic planning theories and their growing role in organizational development, which, among other values, called on the organizations to focus on the client's concept. The impact of the client's role on the development of the organization began to emerge in the 1980's. As a result, society's perception of public administration and its desired functioning started to change, identifying the need to modernize and improve the efficiency of the public administration sector, creating a new model of public administration (*New Public Management*). These changes were mainly based on the belief that market- and people-oriented public administration would be cost-effective and more consistent with the needs of society or the new public administration clients.

With the strengthening of post-industrial civil society paradigm, society, including people and businesses, expects and is entitled to receive the same level of service quality as is provided to clients in the private sector. Therefore,

¹ European Commission. (2015). Proposal for a Regulation of the European Parliament and of the Council on the establishment of the Structural Reform Support Programme for the period 2017 to 2020 and amending Regulations (EU) No 1303/2013 and (EU) No 1305/2013, COM(2015) 701 final, 2015/0263 (COD), Brussels, 26.11.2015.

² Progress report about implementation of the Latvian National Reform Programme within the context "Europe 2020" strategy. LR MK 12.04.2016. Protocol Nr. 17, 51.§, Latvijas Vēstnesis, 75 (5647), 19.04.2016.

public authorities are introducing business principles focusing on collaboration, cost reduction and the achievement of results, as well as seeking public opinion and assessing the attitudes and awareness for better-informed decision-making. Public administration is becoming more flexible and “transparent”, striving for the satisfaction of the needs of clients, not bureaucracy. Many public authorities around the world are increasingly focusing on the strategic objective: to be perceived by the public as client-oriented. Seeking for clients’ satisfaction and improvement of service delivery as elements of the organizational development and strategic planning are vital not only for small and large enterprises of the private sector, but also for different levels of national and supranational governments or public administrations. In today’s society, the concept of a citizen as the recipient of public administration services is strongly rooted in social thinking, which is fostered by government policies and their legislation, media, the prevalence of business in the political interests of society, and many other factors.

The main challenges for the integration of the client-oriented approach in public administration development planning is the relatively short lifespan of the idea, which means not only is there a lack of experience and research in this area, but there is also relatively strong criticism of this approach as well as the relatively appropriate functioning of the existing public administration’s organizational management and development systems. At the same time many public administration institutions have a strong interest in the exploring new research, methodologies, ideas and experiences in this field, which acknowledges the development of the client-oriented approach in public administration in the near future. Also, as one of the major problems in integrating the client-oriented approach in development planning in public administration, the author considers the lack of specific integration models’ proposals.

Novelties of the research

This doctoral thesis includes the following scientific and applied novelties:

1. The definition of client-oriented development planning has been proposed and the classification of the client’s roles in their relationship with public administration in different development models has been provided.
2. Based on scientific literature and legislative policy documents analysis, the definitions of the public administration’s client and public service have been improved.
3. Youth intentions towards the participation in public administration development have been identified, and statistical analysis of motivating and demotivating factors of youth involvement have been performed.
4. A new concept of public administration research, methodology and measurement – a policy client-accordance index – has been designed

and tested to assess the accordance of policy makers' expectations in relation to policy's clients' intentions.

5. Recommendations have been developed for client-oriented development planning in public administration.

As an essential long-term effect of this thesis, the author wishes to promote the role and importance of the client and the service in public administration, that is, a client-oriented approach being used as a major element of national development and policy planning in public administration. With this work the author also contributes to the expansion of cooperation between science and public administration.

Research object and subject

Research object is public administration.

Research subject is client-oriented approach.

Research aim and tasks

The aim of the doctoral thesis is to research the significance of the client-oriented approach in public administration development, and, based on the in-depth case study of youth, to develop proposals for the use of the client-oriented approach in national development planning.

To achieve the aim of the work the following **research tasks** were set:

1. To study the client's concept of public administration and its impact on the development of public administration.
2. To analyse public administration development models, identifying client-oriented aspects in each of them.
3. To analyse and justify the significance of youth in a public administration client role and youth policy's status in public administration's development planning system.
4. To identify factors influencing youth civic engagement and participation based on scientific literature and legislative policy documents' analysis.
5. Conduct empirical research on youth intentions' accordance to the expectations of policy makers with respect to youth civic engagement and participation in public administration development, and to analyse the youth's involvement impact factors.
6. To develop a policy client-accordance assessment methodology model and examine its feasibility in assessment of the overall national development planning system.

Research questions

1. How did the transition of the client's concept from the entity level in the private sector to the public administration level in the public sector occur and what changes has it created within public administration?
2. What are client-oriented development planning features in public administration?
3. Are young people public administration's clients target group, how is it defined and what are the factors influencing youth civic engagement and social participation?
4. What are the interrelations between youth policy makers' expectations and the youth's intentions with respect to youth participation in public administration development in the future?

Research hypothesis

The usage of the client-oriented approach concept in public administration fosters the awareness-based cooperation between public administration and its clients, which as a result of co-production contributes to the societal needs based public administration development.

Thesis statements to be defended

1. The transition of the client's concept from the enterprise level in the private sector to the public administration level in the public sector has caused significant changes in public administration and its relations with civil society.
2. Youth is recognized as an important part of society and a guarantee of state's development in the future, however, due to low civic and social participation of young people, the youth-oriented policy makers' expectations contained in national development planning documents are only partly consistent with the intentions of young people. Using a client-oriented approach it is possible to approximate the accordance between policy makers' expectations and clients' intentions.
3. Regular policy client-accordance measurements will strengthen client-oriented national development planning, which in turn will stimulate the clients' civic and social participation in public administration development.

Theoretical and methodological basis of the doctoral thesis

The theoretical base of the doctoral thesis mainly consists of scientific literature, legal documentation and statistical data related to problematics of public administration development planning and the client-oriented approach concept in the public sector. Regarding the existing research and literature

related to the thematics of this doctoral dissertation, taking into account the topical and growing importance of these thematics, the scientific literature and information sources are comparatively easy and widely accessible. In relation to public administration development planning, including various aspects of public administration in Latvia, a number of qualitative research and reports have been conducted and published, thus extensive scientific literature is available in Latvian and English. Also, legal and policy documentation – national and supranational development planning documents, policy documents, laws and other legal acts, as well as other public information materials issued by state institutions – are broadly available. However, in relation to the client-oriented approach concept in public administration, scientific research is not widely developed in Latvia, and is thus more accessible in foreign scientific literature and the research of foreign experts. Also, qualitative studies on youth are more developed abroad.

Research limitations. The doctoral thesis covers thematics of the Management Science subfield of Public Administration, in particular focusing on public administration development planning and the client-oriented approach concept mainly in direct (central) public administration, i.e., state governance in its relations with society. The research does not specifically explore the thematics in other forms of public administration such as local governments, NGOs, and international organizations. In respect to the client-oriented approach concept, the author analysed the case study of youth as public administration clients' target group and youth policy related aspects. The research does not specifically explore other target groups of public administration clients. The main research limitations of the empirical study (a survey of young people) are the age of the respondents – 18-32 years, and youth policy development planning documents.

Research methods

- Logical construction analysis as well as monographic descriptive and content analysis methods for the purpose of analysing and interpreting scientific literature, research results, reports and normative documents connected with the research topic.
- Retrospective analysis method to research the genesis of the concept of the client in the context of the development of public administration.
- Qualitative research methods – collecting, processing and analysing qualitative data, conduction in-depth semi-structured expert interviews and processing their results, case study analysis, situation analysis and author's observations.
- Quantitative research methods – a survey based on a questionnaire was carried out for the empirical research, questionnaire data analysis with the descriptive and analytical statistics methods – central tendencies, location indicators, variation indicators, proportion analysis,

chi-squared test, Kruskal-Wallis H Test, Kolmogorov-Smirnov test, correlation analysis, regression analysis and factor analysis.

- Graphical analysis method for the classification and analysis of qualitative and quantitative research data.

Approbation of the research results

In relation to the thematics and the research results of the doctoral dissertation the following publications have been published:

Publication in scientific periodicals (journals):

1. Putans, R., Starineca, O., Voroncuka, I. (2016). Social Participation through volunteering as Co-production of Public Services: Case study of Latvia. *International Scientific Conference "New Challenges of Economic and Business Development – 2016: Society, Innovations and Collaborative Economy"*: Riga, Latvia, May 12–14, 2016. *Proceedings*. Riga: University of Latvia, 2016, pp. 574-585 (963). ISBN 978-9934-18-140-5. *Included and indexed in the Web of Science/Thomson Reuters Core Collection*.
2. Kantane, I., Sloka, B., Putans, R., Muravska, T. (2015). Factors affecting young people's participation in public administration: results of survey. *Journal of System and Management Sciences*, 5(3), 32-45. ISSN 1816-6075. Available at <http://www.aasmr.org/jsms/Vol5/No.3/JSMS-VOL5-NO3-3.pdf>.
3. Buligina, I., Putans, R., Sloka, B. (2014). Coherence of Work Based Learning and Regional Development in Latvia. *Economics & Business*, 25, 19-26. ISSN 2255-7337. E-ISSN 2255-8756. Available from: doi:10.7250/eb.2014.003 *Available in EBCSO data base*.
4. Putans, R., Nartisa, I., Muravska, T. (2012). Strategic Planning and Management in Public and Private Sector Organizations in Europe: Comparative Analysis and Opportunities for Improvement. *European Integration Studies*, 6, 240-248. *Available in EBCSO data base*.

Publications in other internationally peer-reviewed scientific editions:

5. Putans, R. (2013). Youth Generation's Intentions towards Public Administration Development: The Case of the Baltic States. In *Recovery of the Baltic States after the Global Financial Crisis: Necessity and Strategies*, Pfannkuche, A. (Ed.), Bremen: Bremen Technical University, Germany, pp. 43-57. ISSN 2191-4753. Available at <http://elib.suub.uni-bremen.de/edocs/00103027-1.pdf>. *Available in Library of University of Bremen* at <http://elib.suub.uni-bremen.de/peid=P00103027>, and *SSOAR Social Science Open Access Repository, Germany* at <http://nbn-resolving.de/urn:nbn:de:0168-ssoar-334669>.
6. Putans, R., Aprans, J. (2012). Advantages of Latvia in Economic Cooperation with EU Eastern Partnership Countries. The Role Of University. In *European Integration and Baltic Sea Region Studies: Business-University*

- Partnership through the Triple Helix Approach II*, Muravska, T., Prause, G. (eds), Berlin: Berliner Wissenschafts-Verlag, GmbH, Germany, pp. 254-267, 336. ISBN987-3-8305-3028-2. Available at https://issuu.com/nizo4ka/docs/eibrs_vol_2._info_on_publ_with_cover. Available in German National Library database at <http://dnb.d-nb.de>.
7. Putans, R., Muiznieks, I. (2011). Scientific Research Today – Challenges and Solutions for Latvia. In Muravska T., Ozolina Z. (eds) (2011). In *Interdisciplinarity in Social Sciences: Does it Provide Answers to Current Challenges in Higher Education and Research?* Riga, University of Latvia Press, pp. 112-130, 232. ISBN 978-9984-45-433-7. Available at http://www.lu.lv/fileadmin/user_upload/lu_portal/apgads/PDF/Book_Interdisciplinarity.pdf. Available in Library of Congress, USA, ISBN 9789984454337, <https://lccn.loc.gov/2012406653>.
 8. Putans, R. (2011). Youth Policy in National Strategic Planning in Baltic States. In *European Integration and Baltic Sea Region: Diversity and Perspectives I*. Muravska, T., (editor in chief), Petrov, R., Sloka, B., Vaivads, J. (eds), Riga: The University of Latvia Press, Latvia, pp. 313-327, 650. ISBN 978-9984-45-398-9. Available at http://www.lu.lv/fileadmin/user_upload/lu_portal/apgads/PDF/Book_konference_EIBSRS_internetam.pdf. Available also in Library of Congress, USA, ISBN 9789984453989, <http://lccn.loc.gov/2012462909>.
 9. Putans, R. (2009). Public Administration's Customer Care. In *Baltic Business and Socio-Economic Development 2008*, Muravska, T., Prause, G. (eds), Berlin: Berliner Wissenschafts-Verlag GmbH, Germany, pp. 300–316, 548. ISBN 978-3-8305-1743-6. Available at [https://issuu.com/nizo4ka/docs/baltic_business_socioeconomic_development_2008?backgroundColor=.](https://issuu.com/nizo4ka/docs/baltic_business_socioeconomic_development_2008?backgroundColor=) Available also in Library of Congress, USA, ISBN 9783830517436, <https://lccn.loc.gov/2010450486>.

Other publications, researches, articles:

10. Putans, R. (2016). *Modern Interactions Between the Society and the State: In Search of Clients within Public Administration*. The Tokyo Foundation, Sylff Research Abroad Awardees. Available at http://www.tokyofoundation.org/sylff/wp-content/uploads/2015/09/06_SRA_Putans_Article-web.pdf.
11. Putans, R., Co-authors. (2014). *EU Social Dimension – An Innovative and Reflective Society*. Teaching material. Riga, University of Latvia Press, 84, Editors: Tatjana Muravska, Biruta Sloka. ISBN 978-9984-45-899-1.
12. Putans, R., Nartisa, I. (2013). Stratēģiskās plānošanas un organizāciju vadības būtiskākie aspekti. *Sabiedrība un kultūra*. Rakstu krājums, XV. – Liepāja: LiePA, 701-712, 831. ISSN 1407-6918.
13. Putans, R., Co-authors. (2009). Summary of the SRS Client Satisfaction Research 2008: Major Research Details, Conclusions, Facts. *Tax Tribune*

- (*Magazine of the Intra-European Organization of Tax administrations*), 25. Editors: Welenczyk, M., Bosc. X, Lukacs, A., Macdonald, I., Sergejeva, K., Uhl, R. Hungary: Kompkonzult Kft., pp. 174-181, 207. ISSN 1418-4818.
14. Putans, R., Co-authors. (2008) Valsts ieņēmumu dienesta attīstības stratēģija 2007-2009. Izpildes novērtēšanas metodoloģija un nākotnes perspektīvas. *Further Development of Tax Administration and Customs in the Environment of Single Market of European Union: Scientific Conference Proceedings*. Editors: R. Počs, H.-M. Volffgang, D. Widdowson, V. van Kommer, P. Nemček, A. Laurinavičius., N. Sprancmanis, A. V. Krastiņš, K. Didenko. Rīga: RTU, pp. 46-55, 100. ISBN 978-9984-32-927-7.
 15. Putans, R., Co-authors. (2008). *VID klientu apmierinātības pētījums*. Rīga, VID Projekta ieviešanas vienības pārvalde, 103. Pieejams tiešsaistē: <http://petijumi.mk.gov.lv/ui/DocumentContent.aspx?ID=3345>. Pētījuma padziļinātā analīze: <http://petijumi.mk.gov.lv/ui/DocumentContent.aspx?ID=3346>. Pētījuma kopsavilkums: <http://petijumi.mk.gov.lv/ui/DocumentContent.aspx?ID=3351>.
 16. Autoru kolektīvs. (2007). *VID klientu apmierinātības pētījums*. Rīga, VID Projekta ieviešanas vienības pārvalde, 87. Pieejams tiešsaistē: <http://petijumi.mk.gov.lv/ui/DocumentContent.aspx?ID=3349>. Pētījuma padziļinātā analīze: <http://petijumi.mk.gov.lv/ui/DocumentContent.aspx?ID=3350>.
 17. Autoru kolektīvs. (2004). *VID – no Modernizācijas projekta uz modernizācijas procesu*. Sastādītāji: VID Projekta ieviešanas vienības pārvaldes kolektīvs. – Rīga: Jelgavas tipogrāfija, Neputns, 92.

Results of the doctoral dissertation have been reported in the following scientific conferences and seminars:

International scientific conferences:

1. *Social Participation Through Volunteering As Co-Production Of Public Services: Case Study Of Latvia*. International Scientific Conference “New Challenges of Economic and Business Development – 2016: Society, Innovations and Collaborative Economy”. May 12–14, 2016, Rīga, University of Latvia, Latvia.
2. *The Changing Concept of the Client within Public Sector*. International Conference “European Integration and Baltic Sea Region: Diversity and Perspectives – 2015” (Dedicated to the Latvian Presidency of the Council of the European Union) at the University of Latvia. June 11-13, 2015, Rīga, Latvia.
3. *Coherence of Work Based Learning and Regional Development in Latvia*. Rīga Technical University 54th International Scientific Conference “Scientific Conference on Economics and Entrepreneurship (SCEE’2013)”. October 14-15, 2013, Rīga, Latvia.

4. *Strategic Planning And Management In Public And Private Sector Organizations In Europe: Comparative Analysis And Opportunities For Improvement*. 10th International Scientific Conference “Political And Economic Challenges Stimulating Strategic Choices Towards Europe Of Knowledge” at the European Institute of the Kaunas University of Technology. April 20, 2012, Kaunas, Lithuania.
5. *Strategic Planning For Europe – Time Lapse From 18th Century To 2020*. 17th International Scientific Conference “Economics and Management-2012 (ICEM-2012)”. March 28-30, 2012, Tallinn, Estonia.
6. *Evaluation of the National Strategy from the Clients’ Perspective*. International scientific conference “Current Issues in Economic and Management Sciences”. University of Latvia, November 10-12, 2011. Riga, Latvia.
7. *Youth Policy in National Strategic Planning in Baltic States*. International Scientific Conference “European Integration and Baltic Sea Region: Diversity and Perspectives”. University of Latvia, September 26-27, 2011. Riga, Latvia.
8. *Dynamics And Different Perspectives Of Youth Policy In Public Administration Development In The European Union*. 9th International Scientific Conference “Legal, political and economic initiatives towards Europe of knowledge“. April 14-15, 2011. Kaunas Technical University, European Institute. Kaunas, Lithuania.
9. *Youth Intentions towards Public Administration Development: Case Studies of Baltic States and Germany*. International Conference “The Baltic States at Crossroads?”. February 11-12, 2011. Hochschule Bremen, University of Applied Sciences. Bremen, Germany.
10. *Generational Continuity In Public Administration. Youth Generation Intentions Towards Public Administration Development. Case study of Latvia*. Starptautiska konference “New Socio-Economic Challenges Of Development in Europe 2010”. October 7-9, 2010. University of Latvia. Riga. Latvia.
11. *Disruptions in Public Administration*. 5.starptautiskā konference “Baltic Business and Socio-Economic Development”. 2009. gada 14.-15.septembris. Kalmara, Zviedrija.
12. *Public Administration’s Customer Care*. 4th International Conference “Baltic Business And Socio-Economic Development”, University of Latvia. September 30 – October 2, 2008. Riga, Latvia.

Other scientific conferences and seminars in Latvia:

13. *Voluntary Work – Experiences and Ties to Social Participation: Case Study of Latvia*. University of Latvia 74th Conference. Section “Public Sector Governance and Economic”, University of Latvia. February 1, 2016, Riga, Latvia.

14. *Major Aspects of Strategic Planning and Organizational Management*. Liepāja University (Latvia) 15th Conference “Society and Culture: Variable and Fixex within Cyclicity”, Liepāja University (Latvia). May 17-18, 2012. Liepāja, Latvia.
15. *Latvijas priekšrocības ekonomiskajai sadarbībai ar ES Austrumu partnerības valstīm*. Latvijas Universitātes 70. konferences sekcija “Vadības zinību un uzņēmējdarbības attīstības dažādi aspekti”. 2012. gada 27. janvāris. Latvijas Universitāte. Rīga, Latvija.
16. *Klientorientēta modeļa iezīmes valsts pārvaldē*. LU Doktorantūras skolas “Baltijas jūras reģiona valstu integrācija ES nozīmīgākās sadarbības dimensijās” seminārs. 2011. gada 20. decembrī. Rīga, Latvija.
17. *Klientu apkalpošanas koncepts valsts pārvaldē*. LU Doktorantūras skolas “Baltijas jūras reģiona valstu integrācija ES nozīmīgākās sadarbības dimensijās” seminārs. 2010. gada 8. jūlijā. Rīga, Latvija.
18. *Publiskās pārvaldes klientu apkalpošana stratēģiskās plānošanas kontekstā Latvijā un Eiropas Savienībā*. Latvijas Universitātes Eiropas un sabiedrības attīstības studiju akadēmiskā centra Žana Monē katedras Doktorantu kolokvijs. 2007. gada 14. decembris. Rīga, Latvija.

The author has participated in the following **scientific and research projects** related to various aspects of doctoral dissertation's thematics, particularly to aspects related to the public administration's client concept and public administration's services:

1. 2015 (Jun.) – 2016 (Apr.), University of Latvia, Project coordinator in EU Programme's “Europe for Citizens” international scientific project “*Volunteering – Code of Active Citizenship*”.
2. 2012 (Jan.) – 2014 (Dec.), University of Latvia, Researcher and Project coordinator in EU Interreg IV-C programme's project “*Innovative Strategies for Equal Employment and Integration – Labour Plus*”.
3. 2012 (Jun.) – 2014 (Dec.), Ltd. “PKV” and Latvian Employment State Agency, Researcher within the ESF project “Development of the labour market forecasting and monitoring system within the State Employment Agency”.
4. 2011-2013, University of Latvia, Researcher within EU Interreg Programme's project “*Central Baltic Job Ferry*”.
5. 2011, Jun.-Dec., University of Latvia, Researcher within EU ERDF project “Support for the Latvian University international cooperation projects and other international cooperation activities in science and technology”.

Structure of the thesis

In **the introduction** of the thesis the author gives the general context and justifies the topicality of the thesis' thematics, formulates the novelties, sets

the research aim, tasks and limitations, provides the thesis' theoretical and methodological framework and presents the approbations of the research results.

The first chapter of the thesis explores the concept of the client within public administration, including the application and problematics of its theoretical aspects, as well as explores the transition of the client's concepts of functionality from the entity level in the private sector to the public administration level in the public sector, including, the client's definitions, roles, notion, influence and place in the contemporary public administration's development systems. In the first chapter the author also analyses public administration development models, identifying the client-oriented aspects within them.

The second chapter is devoted to researching and outlining the significance of youth within the public administration development system in Latvia, analysing the aspects, which justifies the importance of youth being a separate public administration's clients target group, and examining different types of youth civic engagement and the factors influencing it. The second chapter is mainly based on researching public administration development, the policy planning legal framework and its documents.

In **the third chapter** the author presents the doctoral dissertation's empirical study about the accordance of youth intentions with policy makers' expectations in respect to future participation of youth in public administration development. The chapter includes analysis of impact factors on youth participation, methodology and calculation of Latvian youth policy client-accordance index and a feasibility study for using the client-oriented approach in an overall national development planning system.

At the end of the thesis the author summarizes the main **conclusions** and provides **recommendations** to the central public administration institutions to facilitate the practice and development of the client-oriented approach in public administration.

The appendices of the thesis include supplementing detailed analytical reviews of the development of the thesis' thematics, structured overviews of legal frameworks, detailed statistical analysis of the study and its results, as well as research instruments such as the questionnaire and the interviews' structure.

The total length of the doctoral thesis (without appendices) is 180 pages. The work also contains 14 tables, 20 figures and 11 appendices. The bibliography consists of 448 entries, including mainly references to scientific literature, legal documents and other information sources.

1. GENESIS OF THE CLIENT'S CONCEPT WITHIN PUBLIC ADMINISTRATION

In this chapter, based primarily on the scientific literature review, the author analyses the emergence and development of the client's concept within public administration, i.e., the transition of the client's notion and its functionality from the micro level in the private sector to the macro level in the public sector, including the definitions, roles, importance, impact and place in the contemporary public administration's management and development systems.

1.1. Emergence of the client's concept and its definition in public administration

The notion and the concept of the client within public administration were gradually adopted from the private sector in the course of the second half of the 20th century. This was fostered by changes in private sector development methods, particularly in the field of strategic planning, which later was also adopted and now is used as an important instrument in public administration development planning. As a result, much greater attention was paid to the customer and customer service within the company's existence and development. Such changes in the private sector contributed to the public pressure against the bureaucratic public administration, demanding equal attitudes, efficiency and level of cooperation from the public authorities as to that which was forming between service providers and recipients – customers – in the private sector. This, in turn, contributed to the start of reforms in public administration in the 1980's and 1990's, adopting a variety of management and organization methods from the private sector, which marked a turning point in public administration's and society's – their clients – relations (Figure 1.1.), including identification of clients and their needs and striving for their satisfaction. The author concludes that the client's concept in the public sector has evolved gradually and still continues to evolve as public administration theory specialists are exploring and offering new ideas for more appropriate public sector management and governance.

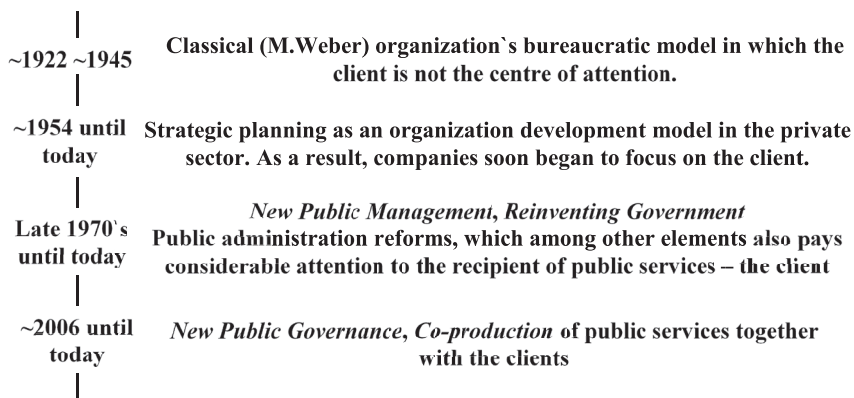


Figure 1.1. **Public administration's client's concept development over time**

Source: Author's construction based on theory research and scientific literature review^{3,4}

Since 2009 scientific literature has increasingly been exploring the role of the recipient of public services, or the client, as one of a partner in the provision of public services. In scientific literature this phenomenon is described as the concept of co-production or co-creation of public services and is foreseen as the next stage of evolution in the relationship between public administration and society.⁵ This concept emphasizes the cooperation between state institutions and recipients of their services, i.e., involvement of the recipients of public services in the decision-making related to public policies and public service provision. The involvement takes place mainly through organized active civil society. Such a form of public administration-society cooperation ensures both the equal distribution of responsibility between service providers and recipients about the quality of public services, and increases the level of satisfaction about the result of the produced – provided and received – public service.

Placing the client and the improvement of public services' provision as one of the principal development aspects of public administration reforms, the modernization course of public administration has made a substantial change

³ Briggs, L. (2013). Citizens, Customers, Clients or Unwilling Clients? Different and effective strategies for citizen-centric delivery. In: Lindquist, E. A., Vincent, S., Wanna, H. (eds) *Putting Citizens First. Engagement in Policy and Service Delivery for the 21st Century*. Canberra: The Australian National University, pp. 83.-94, 220.

⁴ Osborne, S. P., Radnor, Z., Nasi, G. (2012). A New Theory for Public Service Management? Toward a (Public) Service-Dominant Approach. *American Review of Public Administration*, 43(2), 135-158.

⁵ Brandsen, T., Pestoff, V., Verschuere, B. (2012). Co-production as a maturing concept. In: Pestoff, V., Brandsen, T., Verschuere, B. (eds) *New Public Governance, the Third Sector and Co-Production*. New York, Routledge, pp. 1-12, 424.

in the status of a state's recognition of citizens being a client of the public administration. Yet the definition of a status change and the recognition of a citizen-as-a-client concept alone do not mean that the public administration, its leadership and civil service would see and treat the recipients and users of public services – the clients – the same way clients are treated in the private sector. The main critiques of the concept of the client of public administration relate to the diminished role of the citizens' civic participation thus positioning the individuals of the society as passive service recipients. Also, given the changing roles of citizen, client, individual of the society, consumer, user, and recipient of a public service, it is often the case that public administration's civil servants and leadership do not know who or what are their clients, and therefore it is unclear which clients' needs their work refers to, which can often be crucial for better-informed decision-making. Besides, the often uncertain variability of the public administration's client's roles has a negative impact on the work motivation of civil servants⁶ within the realization of public functions and delivery of public services. The public and scientific discussion about the role of citizens, individuals, clients, society, population within the new public governance and management is still topical and continuously developing.

1.2. Concept of the service within public administration

Provision of public services derives from the realization of the public administration functions – it is one of the forms, set in the legislation, of realization of public administration functions in interactions with the recipients of public services, the clients. Public services are characterized by complete or partial public funding, however its implementation can be delegated or outsourced to a third party, mostly the private sector, or less often the NGO sector, e.g. such public services are social care, public transportation, public road maintenance and others are often outsourced to private companies or NGOs.

The definition of public service proposed in Latvian legislative acts and drafts emphasizes the public service being a *benefit to the client*. This is an arguable contradiction to other definitions and descriptions of administrative public service, proposed in the same legal acts, as it encompasses the execution of the client's obligations towards a public person – “..these services are nudged upon its specific recipient while the actual beneficiary is the society”. The emphasis on the public service as a *benefit to the client* also contradicts widely reviewed cases in scientific literature about nudged public services, i.e., such services which according to the respective client do not provide individual or private benefit to him or her, for instance, imprisonment for prison's “client”, various fines and penalties or payment of taxes.

⁶ Andrews, C. (2016). Integrating Public Service Motivation and Self-Determination Theory: A Framework. *International Journal of Public Sector Management*, 29(3), p. 12, 1-34.

Based on the research and analysis of the scientific literature and legal acts, the author proposes to improve the definition of public service as follows: *Public service is, in pursuing public administration's functions, ensured or delivered material or non-material, direct or indirect benefit to the client or to the society as a whole.* The author also suggests adding to the definition of a public administration client the aspect of society being the beneficiary as a whole of the public services: *the client of the public administration is any person or entity that has the rights to receive any public service, and society as a whole.*

1.3. Analysis of the public administration development models

Until the middle of the 20th century the classical bureaucracy model by Max Weber dominated at the public sector organizations that in the paradigm of industrially developed society were characterized by permanent public institutions' functions focused to maintain compliance with the state laws and order.⁷ However, in the 1960's along with the development of the postmodernist and post-industrial societies, grew society's demand for efficient public governance and the decrease of the bureaucracy, as a result the changes in public governance became more and more necessary and inevitable.

The two most popular directions of public administration reforms are New Public Management, which began in the United Kingdom in the 1980's and Reinventing Government that began in the 1990's in the USA. Both of these forms of public administration reforms are based on adopting the private business management principles in the work of public administration, including strategic management and planning, creation of competition, orientation on the needs of the client and on the results of work, development of the strategies with certain goals and tasks, and other management principles, that until then had proven their efficiency in the private sector. Public administration reforms are continuously taking place in many countries implementing new ideas, changing and improving policies, processes, structures and other management mechanisms and instruments, boosting efficiency and solving problems and challenges⁸ created by rapidly changing situations in the global socio-economic and geopolitical environment.

Since 2006 a new concept of public administration and public services theory is being developed, which emphasizes the need for cross-sectoral cooperation governance (governmental, non-governmental and private sector) – the *new public governance*. The new public governance concept is focused on the

⁷ Petrescu, M., Popescu, D., Barbu, I., Dinescu, R. (2010). Public Management: between the Traditional and New Model. *Review of International Comparative Management*, 11(3), 408-415.

⁸ Daglio, M., Gerson, D., Kitchen, H. (2015). *Building Organisational Capacity for Public Sector Innovation*. Background Paper prepared for the OECD Conference "Innovating the Public Sector: from Ideas to Impact", Paris, 12-13 November 2014, 40.

creation of a joint governance system for the provision of public services⁹ rather than the improvement of the organization and work of each separate institution involved in the provision of public services. The new public governance concept is strongly connected to the co-production concept of public services and they complement each other.

The close interaction between these two concepts to a large extent changes the roles of contemporary public service provision system’s participants – politicians, officials of the governmental institutions and the recipients of public services (Figure 1.2.). These changing roles are defined by both the characterizing principles and values of the respective public administration model as well as by the mechanisms of cooperation among the participants of the process of the “producing” and receiving of public services.

The model of public administration	Values and principles of the respective model	Society’s role	State officials’ role	Politicians’ role
Old (classic, bureaucratic) public administration model	Hierarchy, control, bureaucracy	Receivers, consumers	Providers, executors	Leaders, lawmakers, teachers
New public management model	Market model principles, focus on results, outsourcing, competition	Clients, customer	Managers	Controllers, supervisors
New public governance model	Cooperation, cross-sectoral, inter-institutional relationships		Mediators	Coordinators
	Suppliers	Clients		
	Participants, Co-producers			

Figure 1.2. **The development of the participants’ roles involved in the provision of public services**

Source: Author’s construction based on Sicilia, M. et al¹⁰, Alford, J.(2014)¹¹ and Alford, J.(2015)¹²

⁹ Osborne, S.P., Radnor, Z., Nasi, G. (2012). A New Theory for Public Service Management? Toward a (Public) Service-Dominant Approach. *American Review of Public Administration*, 43(2), 135-158.

¹⁰ Sicilia, M., Guarini, E., Sancino, A., Andreani, M., Ruffini, R. (2015). Public services management and co-production in multi-level governance settings. *International Review of Administrative Sciences*, Published online before print June 5, 2015, doi: 10.1177/0020852314566008, p. 4, 1-21.

¹¹ Alford, J. (2014). Engaging public sector clients: From service-delivery to co-production. *Public lecture at the Copenhagen University, Denmark*. 24.04.2014. Copenhagen, Denmark.

¹² Alford, J. (2015). Co-production, interdependence and publicness: Extending public service-dominant logic. *Public Management Review*, Published online before printing on 20 Nov 2015, doi: 10.1080/14719037.2015.1111659.

Each of the public administration's theoretical models corresponds to a separate paradigm of organizational ideology, which respectively assigns certain roles to politicians, state officials and society as well as defines the organizational mechanism for the provision of public services. The **classical bureaucratic public administration model** is characterized by the precise and standardized execution of state laws and government tasks. In this organizational framework the state power is heading straight vertically from politicians, who make decisions, through government apparatus – state officials and clerks, who have roles of executives according to the political mandate, towards the society, which has the passive role of recipient in the relationship with the execution of public administration's functions. The **New Public Management model** initiated the classical public administration reforms by adopting and using private business management principles including the recognition of clients, their needs and the orientation to market model principles. In this model the society is positioned more like the clients whose needs explored and attempted to be satisfied. Also, the state officials within this model are forced to change their roles from the executors to managers who have to find the most suitable form of the public services provision in the circumstances of the public administration market model. The politicians in this model have the role of controllers, who are supervising and guiding the public administration reforms.¹³ And the third, **New Public Governance model** emphasizes the creation of the relationship and cooperation among public administration, society and other participants, in particular the non-governmental sector organizations.¹⁴ The policy making in the framework of this model is organized through the cooperation among all participants where the politicians are coordinating the cooperation, state officials are strategic mediators striving to satisfy the needs of all participants, and society in this model holds the role of the equal co-producer of public services having the necessary knowledge, properties and resources for the provision of public services.

Although these organizational models of public administration have been and are developing gradually one after another, they however co-exist and in different modern public administration systems, elements from each model can be found.

¹³ Osborne, S. P. (2010). The (new) public governance: A suitable case for treatment? In Osborne, S. P. (ed) *The new public governance? Emerging perspectives on the theory and practice of public governance*. New York, Routledge, pp. 1-17, 448).

¹⁴ Verschuere, B., Brandsen, T., Pestoff, V. (2012). Co-production: The state of the art in research and the future agenda. *Voluntas: International Journal of Voluntary and Nonprofit Organizations*, 23(4), 1083-1101.

1.4. Client-oriented development planning and factors affecting it

Service- and client-oriented approach in public administration is considered to be one of the milestones of good public governance, because it focuses on governing efficiency, transparency and responsibility to the clients. Service-oriented development of public administration is one of the main principles reflected in development planning documents of the UN, WB, IMF, OECD and other international organizations as well as the EU. In Latvia and the EU, the significance of the client, the recipient of public services, and efficient provision and delivery of public services as well as the client service itself is defined in various development planning documents including their aims and tasks, which emphasize the intentions of widening the accessibility of public services and the simplification of bureaucratic procedures in the delivery of public services. To stimulate society's civic and social participation and contribution to the common wellbeing and to encourage society's loyalty towards the state, it is essential to provide the opportunities for public administration clients to receive public services, including fulfilling the obligations, in a quick and suitable manner.

To ensure the systematic improvement of the provision of public services through client satisfaction surveys, it is equally essential to understand not only the failures in public service provision, but also the reasons of clients being satisfied with the service and its delivery; this will allow applying the good practices for other services and clients' target groups.¹⁵ As a result, the overall clients' satisfaction and an organization's image in society will improve.

Performance of the public institutions is heavily affected by the number of economic, political, technological, social and other factors, which may increase the amount and variety of the public administration's functions and tasks. In fulfilling only the instructed bureaucratic functions, and not planning and implementing the changes, high risks may occur to fall behind the developments in rapidly progressing and changing private business and NGO sectors. The first step in an organization's development is its leadership's awareness of the necessity of change¹⁶, which makes a strong impulse for development planning and employees' motivation on all levels to participate and contribute to the process of change and development.

¹⁵ Hertog, den P., Aa, van der W., Jong, de M. W. (2010). Capabilities for managing service innovation: towards a conceptual framework. *Journal of Service Management*, 12(4), 490-514.

¹⁶ Hill, C. W. L., Jones, G. R., Schilling, M. A. (2014). *Strategic Management Theory: An Integrated Approach*. Boston, New York, South-Western College Publications, 11th edition, p. 512, 896.

2. ROLE ASSESSMENT OF YOUTH AS PUBLIC ADMINISTRATION CLIENTS

Youth is an important and influential part of society and an essential target group for public administration's clients; to a large extent in various aspects youth also marks the state's future. Youth values orientation, intentions, motivations, demotivation, involvement and participation in public administration is a topical agenda in both Latvia and in the EU in general.

In this chapter, based on scientific literature and public administration's legal documents, the author studies and analyses the definition of youth and the significance of their role within the framework of the public administration development planning system, including young people as the public administration's clients target group's place in the legal framework of public administration development planning. In this chapter the author also analyses youth participation in public administration processes and the impact factors influencing youth involvement.

2.1. Defining youth significance in the development of public administration

The concept of youth importance as well as society's and public administration's awareness and perception of youth's significance and its role within public administration development have changed substantially in recent decades. On one hand the developments in perception occurred in line with the global social and economic progress, which also influenced the social norms in relation to the transition period in young people's lives between education and employment. Such examples include leaving their parents' house, beginning an independent grown-up life, finding a job and starting a family.¹⁷ On the other hand the change of society's and public administration's perception about young people and the importance of the youth's role in public administration's development was affected also by the growing awareness about youth as the development *resource* of the state, including its public administration. Perception change in this direction has, in its turn, changed the public administration's relationship with and approach to young people in such a way that one of the widely recognized basic principles in youth development is that sustainable positive results in young people's lives can be better achieved through support, valuing orientation and guiding, the offering of participation and opportunities

¹⁷ Arnett, J. J. (2012). *Adolescence and Emerging Adulthood: A Cultural Approach*. Pearson Press (5th edition), pp. 7-12, 504.

for involvement¹⁸ rather than a set of measures in which focuses are aimed at problem-solving.¹⁹ In scientific literature as well as in public policy planning documents this principle is referred to as *Positive Youth Development*. Many countries and international organizations are following this principle by promoting and implementing youth policies throughout various national and supranational support programmes and activities for the social, personal and professional development of young people.

National youth policy is affected by its many dimensions as the lives of young people are related to all areas of public policies. Youth policy does not cover only educational aspects of youth, but also employment, leisure activities, health, welfare and many other aspects. Therefore, youth policy is an interdisciplinary and cross-sectoral policy implemented by different state and local government institutions, youth organizations, associations and foundations. Besides, very young people are participating in the development and implementation of youth policy. In many countries, including Latvia, this comprehensive approach to youth development is set by law. Latvian Youth Law determines that youth policy is a targeted set of actions, promoting young people's wholesome and comprehensive development, social inclusion and improvement of the quality of life, that are to be implemented in all policy areas by public administration, including local government institutions according to their competencies as well as by youth organizations and other natural persons and legal entities.²⁰ Overall, the analysis of the Latvian national youth law, development planning documents, and policy planning documents, including their legal provisions and expected results related to the youth and young people, shows that young people in Latvia to a large extent are offered and also expected to show active civic and social participation, thus taking part in the development of public administration and to a certain extent also taking responsibility for their own, society's and the state's prosperity and growth in the future.

Through implementing youth policy and including youth-related aspects in the state development planning framework, the public administration is not only referring to young people as an important part of society, but is also recognizing youth as an important public administration clients target group, and the involvement of young people as a crucial precondition for the state's and society's development. From the perspective of clients' relationship management, young people are national youth policy's main target group – the clients. Applying the theories' and scientific literature's analyses about clients' loyalty, satisfaction

¹⁸ Reiter, H., Steiner, C. (2015). Fast Forward to Capitalism? Accelerated Youth in Post-Socialism. In Schwartz, M., Winkel, H. (eds) (2015). *Eastern European Youth Cultures in a Global Context*. Palgrave Macmillan UK, pp. 64-80, 352.

¹⁹ Miranda, C. E. (2015). *Integration Of Positive Youth Development In Community-Based Youth Development Organizations*. Dissertation, Boston University, pp. 10-21, 284.

²⁰ Youth Law: The Republic of Latvia Law (2008). Section 2.¹ Part 1 and 2.

and repetition of the cooperation between the service provider and a client, which was studied in the first chapter of the thesis, in the case of youth policy clients' loyalty would mean youth involvement and participation in society's and public administration's development in the future, which is as important an aspect of state development as the development planning itself. Consequently, national development planning, including youth policy as well as client-oriented approach, is equally inextricably linked to the state's development, sustainability and welfare growth. At the same time, although the main objective of youth policy is not the development of public administration itself, a high-quality national youth policy provides benefits to the public and public administration indirectly – through the nation's sustainability, welfare, social and economic development, cultural and intellectual growth, competitiveness and other indirect factors. Youth policy's mediated effect on the sustainable development is schematically shown below (Figure 2.1).

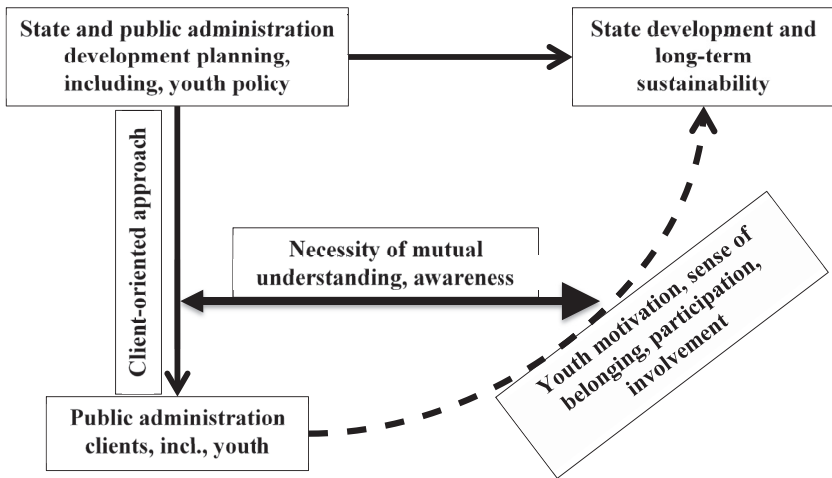


Figure 2.1. Youth policy's mediated effect on public administration development

Source: Author's construction based on logical construction and content analysis of legislative documents

The planning of national youth policy as an integral part of national strategic development planning, youth education, the formation of public administration attitudes towards youth as public administration clients striving for maximal but balanced satisfaction and being aware and respecting their intentions, all form an important basis and are closely linked to sustainable development of the state and its public administration.

2.2. Analysis of youth as a separate target group of public administration clients

Based on the analysis of various youth age groups and definitions of youth statuses, the author concludes that the person's age itself is not necessarily an indication of a person's affiliation with the youth socio-demographic group and is widely differentiated. Youth as a separate socio-demographic group from the rest of society is characterized by different economic and cultural levels of development as well as by specific interests and values. Therefore a person's belonging to the youth socio-demographic group is determined also by number of other complex economic, social and legal indicators and their accordance with the respective youth support measures, protection activities or regulatory contexts, such as employment, education, marital status, abilities, legal capacity, actions and other social, economic and legal circumstances and indicators.

Youth as a separate target group of public administration clients can be identified in several areas of state development and policy planning, for instance, the education system conventionally puts more emphasis on youth than on people in other social groups; also in the legal framework, e.g. in terms of probation after an offense, the resocialisation for youth is different than for adults²¹; in socio-economic areas, special support measures are offered for young people. Similarly in other public administration areas youth is distinguished as a separate public administration's client target group in relation to which special accommodated support and protection measures are offered or implemented. Youth as a separate target group of public administration clients is highlighted also in public administration reforms, both on national and supranational levels. Youth in Latvia is a diverse and dynamic socio-demographic group which, like their peers elsewhere in Europe, is particularly exposed to various risks and are mostly economically dependent on their parents, other adults, or a state, which is one of the main re-active reasons for government support programs targeted at young people. Proactive youth support reasons, on the other hand, are related to the crucial role of young people, inter alia, for the development of public administration in the future.

Youth target group within development planning system in Latvia

The main directions of the Latvian youth policy and national development planning in the context of youth development is education and entrepreneurship development, participation in science and sport, youth unemployment reduction, involvement in decision-making and social life, involvement in discussions on youth policy, and participation in the development of society.

²¹ Hamilton, C., Fitzgibbon, W., Carr, N. (2016). Punishment, youth justice and cultural contingency: Towards a balanced approach. *Youth Justice*, Published online before print January 10, 2016, doi: 10.1177/1473225415619500.

The Latvian long-term conceptual document “Latvian Growth Model: People First”, to which other public administration development planning documents are subordinated, does not determine separately the target group of young people as this conceptual document emphasizes that the process of development and action is based on creating the same opportunities for everyone in society. At the same time this document highlights a number of factors that are particularly important for young people such as education, increasing the social and civic participation rate in public administration processes and the use of free time.

Hierarchically, the highest national development planning document – Sustainable Development Strategy 2030 (Latvia2030) – underlines that Latvia2030 applies to every Latvian inhabitant. However, a separate strategy’s accents are directly aimed at young people, including the importance and special role of general education for the development of children and young people as creative personalities (Latvia2030 (48, 114)). Similarly, in other priorities and development directions the Latvia2030 strategy emphasizes the role of the public sector in the future in the field of youth education and development of their practical skills (Latvia2030 (84, 146, 147, 160)), youth employment and the promotion of equal opportunities (Latvia2030 (86, 117)). Overall, the Latvia2030 strategy also integrates the target group of young people in general society, except on matters of education and career.

The Latvian National Development Plan 2014-2020, which is hierarchically the highest medium-term development planning document identifies the following development and supporting activities aimed at young people: youth social equality in the education system (LNDP [41]), promotion of youth employment (LNDP [248]), social work with youth (LNDP [272]), youth education (LNDP [276, 278, 282]) including vocational education and skills development (LNDP [291, 294]), and support for youth health and sports (LNDP [311]).

The Latvian Youth Policy Implementation Plan 2016-2020 shows a direct relation in the objective, results and performance indicators of youth policy to the Latvia2030, LNDP 2014-2020, and to other medium-term national development planning documents and supranational development planning documents.

Analysing the policy-makers’ expectations and the planned policy outcomes, the author concludes that many of the planned policy outcomes are largely focused on the support of administration and institutional organization of the youth policy, which indirectly can contribute to achieving policy-makers’ expectations. Other objectives and planned outcomes of national youth policy, in turn, are directly corresponding to the identified policy-makers’ expectations.

2.3. Research of factors that influence youth civic engagement

One of the outcomes of the public administration reforms is the increased opportunity of civic participation in public administration processes. A highly developed civil society forms an important basis for the state's political, cultural, economic and technological development. Youth participation does not arise only from the youth's own desire to participate in social activities nor only from public administration activities to address this desire. Youth participation as a vital need for development is also supported by society's contribution and the state's care for both young people and society in general and thus the state's future. According to the European Commission²², among the various forms of participation, the civic and political participation among young people is the lowest in all EU countries (the lowest political participation of young people are in Hungary – 1%, but the highest is in Lithuania – 10%, while in Latvia – 4%). Additionally, research conducted in Latvia shows that among the various aspects evaluated in relation to the implementation of youth policy, the social and civic participation score is the lowest – only about 1/4 of young people take part in any social or vocational activities on a regular basis (at least 12 times a year or at least once a month), but the political participation level (membership in political parties, participation in political discussions) is the lowest – only 2 percent of young people engage in this regularly. One of the main reasons for the lack of social and civic participation is the disbelief in one's ability to have an impact on social and political processes – according to research conducted at different times, the share of respondents who believe they can influence the social and political decision-making in the country varies from only 15% in 2010, 15,35 in 2011 and 16,5% in 2013. Similarly, the study “Youth Policy Monitoring 2015”²³ ordered by the Latvian Ministry of Education and Science showed that the trust of young people, especially in the age group of 20-25, towards public institutions is as low as 9%. Also, the author's empirical research on young people's intentions with respect to participation in the development of public administration in the future shows that public and civil society participation intentions are the lowest.

The importance of youth social and civic participation is also supported by the prospect of negative consequences of the alternatives, i.e., the non-participation or critically low social and civic participation of young people threatens the democratic public governance system. Low participation activity weakens the social ties between young people and the existing public administration order, including the socially adopted values and their formation, which are needed for smooth functioning of social, political, economic, legal and other public governance processes. Also, the lack of young people in education

²² European Commission. (2013). *European Youth: Participation in Democratic Life*. Report. *Flash Eurobarometer*, 375, p. 10, 82.

²³ Latvian Ministry of Education and Science. (2015). *Youth Policy Monitoring 2015*, p. 33, 40.

or the labour market will affect the state's economic condition. Therefore, maximizing the youth's active social and civic participation is also a politically, socially and economically driven necessity²⁴, since inactive civic participation is morally, politically and economically unviable. In this respect, youth social and civic participation is not driven by youth's rights or motivations, but includes a number of controlling and nudging elements²⁵ to enhance youth participation. This aspect is not given a visible enough role in public discussions, although it is equally as influential and important as the legal rights or motivation of young people's social and civic participation.

To foster and increase the social and civic participation among young people it takes not only the smart implementation of government support measures, in which young people are the clients or recipients of state services, but also it is necessary to involve young people in the design, planning, development and implementation of these support programmes and projects.²⁶ Research shows that participation in youth support programs, as well as the young people's participation in the development of these very programs, to a large extent contributes to the strengthening and acceptance of social norms and values by young people.

²⁴ Hickey-Moody, A. (2016). Youth agency and adult influence: A critical revision of little publics. *Review of Education, Pedagogy, and Cultural Studies*, 38(1), 58-72.

²⁵ Maatta, M., Aaltonen, S. (2016). Between rights and obligations – rethinking youth participation at the margins. *International Journal of Sociology and Social Policy*, 36(3/4), pp. 8-10, 1-31.

²⁶ Duric, K., Njegovan, Z. (2015). Mechanisms of support for the young rural population in the European Union. *Economics of Agriculture*, 62(4), pp. 1003-1016.

3. APPLICATION OF THE CLIENT-ORIENTED APPROACH FOR THE ENHANCEMENT OF PUBLIC ADMINISTRATION'S DEVELOPMENT PLANNING

In this chapter the author analyses young people's intentions, evaluating also the impact factors²⁷, towards their involvement in the development of public administration in the future²⁸ and compares it with the policy-makers' expectations contained in the planned results of the national and youth policy development planning documents. Together with the results of the analysis the author offers a new policy measurement – policy's client-accordance index, PCA. In addition to the calculated results, the index is also an innovative model for public administration's clients' exploration process – the author offers a new concept of public administration research and methodology, including the relevant public policy's client-accordance (the relevance of policy-makers' expectations' to their clients intentions) index's calculation methodology.

Although unlike many other policies, the youth policy since 2008 has been subjected to regular monitoring of the quality of life of young people and includes evaluations on other aspects of youth policy. Nevertheless, research on the correlation between public administration's managers' and policy-makers' expectations and young people's intentions with regard to their involvement in public administration development have so far not been conducted. In 2012, initiated by the Latvian Ministry of Education and Science, a new youth policy implementation index was developed, which was intended to be an objective efficiency indicator of youth policy implementation. However, this measurement was later rejected due to number of serious shortcomings which prevented the index from being a complete indicator of the youth policy. Namely, it lacked the direct link with the youth policy's planning documents and its implementation of activities, which means that the measurements had no direct reflection on the efficiency of the youth policy.²⁹ In 2014 the youth policy implementation index's methodology was reviewed and evaluated, defining the major flaws and their possible solutions which were taken into account in 2015 when the updated youth policy monitoring study was conducted in accordance with the recommendations of the evaluation, however, it no longer included the overall index of the implementation of youth policy.

²⁷ Kantane, I., Sloka, B., Putans, R., Muravska, T. (2015). The factors affecting young people's participation in public administration: results of survey. *Journal of System and Management Sciences*, 5(3), 32-45.

²⁸ Putans, R. (2013). Youth Intentions towards Public Administration Development: Baltic States and Germany Case Studies. In *Recovery of the Baltic States after the Global Financial Crisis: Necessity and Strategies. Germany*, Hochschule Bremen, University of Applied Sciences, 43-47.

²⁹ Latvian Ministry of Education and Science. (2014). *Update of the Annual Monitoring and Youth Policy Implemenation Index. Closing report.* p. 3., pp. 8.-15, 21.

3.1. Research methodology of the youth policy client-accordance assessment

The principle research methods for the study are content analyses of scientific literature and legislative documentations and experts' interviews in addition to extensive empirical research – a survey of young people which resulted in 1'001 valid filled questionnaires in which the survey respondents (young people) were asked to evaluate a series of statements on a Likert-type scale from 1 to 10.

The research problem relates to the client-oriented development planning issues in public administration as well as to public participation and trust in public policy development and implementation, and also the public administration's communication issues related to society. In the context of sustainable development it is crucial to think about these issues and it is important that government policy-makers have a clear position with regard to the involvement of the younger generations. This allows a fine-tuning of youth policy planning documents, adjusting policy-makers' expectations and their clients' intentions for a better and well-informed development planning. It is also important to be aware of how the policy-makers' expectations contained in public administration managers' positions and policy planning documents go in line with the intentions of young people and their desires, ideas and points of view. This, in turn, will facilitate the creation of an adequate and clear mutual contact and shared understanding, thus contributing to the increase in civil society participation and a more efficient public administration, as well as increase both the public administration's officials' and their clients' satisfaction. The study explores these questions and the answers them. Consequently as the main research problem the author defines the challenge of establishing a mutually clear relationship between current policy-makers' and the younger generations.

The research participants are represented in two major groups:

- 1) Young people aged 18-32 (survey respondents);
- 2) Public administration officials whose work is related to youth policy development and implementation as well as representatives of youth organizations (expert interviews).

The empirical study identifies the interconnections between the intentions of young people and policy-makers' expectations of youth involvement in the development of public administration in the future.

To conduct the research the survey of young people aged 18-32 was carried out. The survey was carried out both in person and virtually, in both cases addressing respondents directly according to the pre-selected list. The virtual survey took measures to ensure that the data was collected from the selected respondent. The collected data was analysed using the descriptive and analytical statistics methods – central tendencies, location indicators, variation indicators, proportion analysis, chi-squared test, Kruskal-Wallis H Test, Kolmogorov-Smirnov test, correlation analysis, regression analysis and factor analysis.

The survey's data was analysed using the SPSS statistical analysis software. The study also used the graphic and qualitative research methods, including the conduction of in-depth semi-structured expert interviews and the processing of their results, case study analysis, situation analysis, author's observations, logical construction analysis, monographic descriptive and content analysis.

The research survey's general target population group consisted of persons aged 18-32, which according to Latvian population statistics on 01.01.2012. was 428'767 persons.³⁰ With a P = 95% confidence interval and $\alpha = 0,05$ significance level, the probability coefficient t according to Student's t-distribution is 1,96, therefore to have the sample's marginal error less than 0,04 the sample size should be at least 600 respondents. To have the sample's marginal error less than 0,05 the sample size should be at least 384 respondents. In total 4'675 persons were included in the sample size selection list (this is the number of people who were individually invited to participate in the survey). The survey's questionnaire was filled in by 1'286 respondents thus ensuring a response rate as high as 27,1%. The number of invalid questionnaires was 267 due to an inadequate age group and due to the fact that some respondents did not have Latvian citizenship or permanent resident status. Thus, the completion rate of the survey was 79,2%. For further analysis 1001 valid questionnaires were used (Table 3.1) thus ensuring a representative sample size with the sample error no higher than 0,04.

Table 3.1. Survey's technical information

Survey method	In person and virtual survey (<i>WAPI, Web Assisted Personal Interviewing</i>), ensuring that every selected respondent can fill in the questionnaire once.
General target population group, N	428'767 (Latvian population group aged 18-32 on 01.01.2012.)
Reached sample size, n	1'001
Geographical coverage	Latvia
Personal individual invitations to participate in survey	4'675
No. of filled-in questionnaires	1'268
Response rate	27,1%
Completion rate	79,2%
No. of invalid questionnaires and reasons	267 invalid questionnaires due to inadequate age group and because the respondent did not have Latvian citizenship or permanent resident status
No. of valid questionnaires used for further data analysis	1'001

Source: Author's calculations based on the survey's technical results

³⁰ Latvian Central Statistical Bureau (2012). ISG06. Population by sex and age at the beginning of year.

Most of the respondents (67,8%) were in the age group of 21–30 years. Socio-demographic data analysis showed that most of the respondents (40,3%) were students in bachelor and professional study programmes within various fields of sciences.

Research questionnaire

The main research instrument was the questionnaire containing 46 questions-statements which were divided into 6 main blocks – 1) sense of belonging for the participation in the development of public administration and the intentions of the employment sector choice; 2) factors motivating young people for eventual participation in the development of public administration; 3) factors demotivating young people to participate in the development of public administration; 4) comparative factors about various aspects of the public and private sectors; 5) all of the factors' significance assessments; 6) socio-demographic questions.

3.2. Factors' influencing youth intentions to participate in the public administration development analysis

Youth intentions

The author analysed young people's attitudes towards the seven different fields of employment while participating in the development of public administration – 1) working in public administration; 2) working for the private sector; 3) working in the social field; 4) working in an academic environment; 5) working in the non-governmental organizations' sector; 6) participation by commenting, the expression of opinions in mass media, magazines and Internet blogs; 7) standing for parliamentary or municipal elections and becoming elected members of the public administration.

Research results showed that more than half of young people (57,4%) would prefer to work in the private sector, while the employment in the NGO sector was positively evaluated by 42,4%. The third top choice was employment in the public sector – 42,9% of respondents evaluated this statement positively, however comparatively many respondents (33%) would not want to work in public administration. Willingness to work in an academic environment showed in 27,5% of young people, but 55% do not want to work in this field. The desired employment in the social sector was valued relatively low – only 17,5% of young people would like to link their future in the social field, while 63% would rather not. Additionally, only 17,7% of young people positively rated the opportunity to stand as candidates in parliamentary or municipal elections, but about 61,7% evaluated it negatively. The main statistical indicators of young people evaluations on the statements about the employment sector for the future are shown below in Figure 3.1.

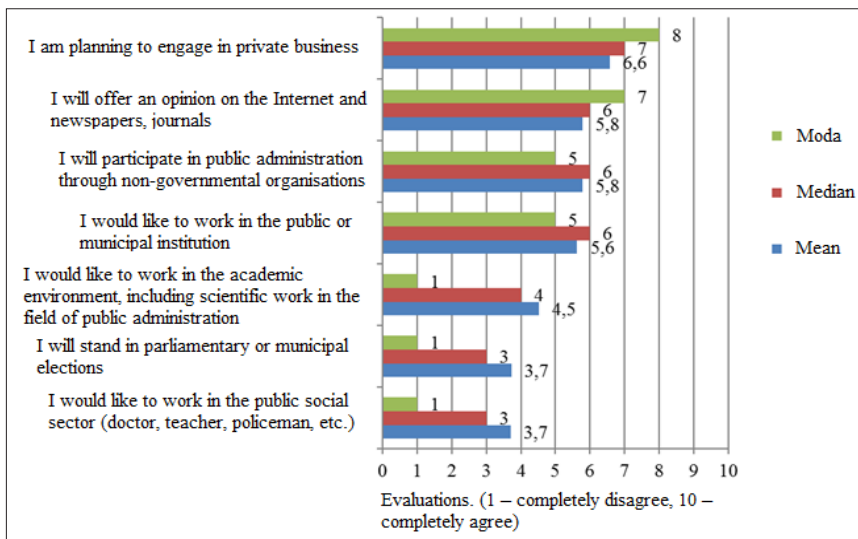


Figure 3.1. Main statistical indicators of young people evaluations on statements about plans for the future

Source: Author's survey of young people, n = 1001.

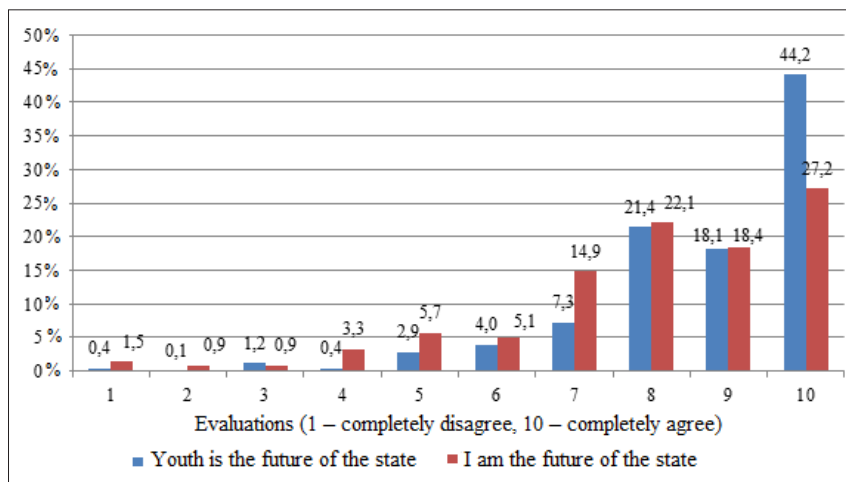


Figure 3.2. Respondents' evaluations to the statements about their sense of belonging to the future of the state

Source: Author's survey of young people, n = 1'001.

With regard to the statements of the youth as the future of the state, the statement “Youth is the future of the state” was rated significantly higher than the statement “I believe that I am the future of the state.” 91,0% of respondents agreed with “Youth is the future of the state” (respondents score of 7-10 points) out of which 44,2% – completely agreed, and was completely disagreed with by only 0,4% of respondents. Analysing the assessments of individual cases, it can be concluded that the statement “Youth is the future of the state” was agreed by 8,3% more respondents than the statement “I am the future of the state” and the assessments’ distribution differed statistically significant ($p = 0.000$). Respondents’ evaluations to the statements about their sense of belonging for the participation in development of public administration are shown in Figure 3.2.

Motivating and demotivating factors

Motivating factors. Most of the young people surveyed agreed with the given statements of motivating factors, but also a considerable number (~18%-25%) disagreed with the statements pertaining to the motivating factors for participation in the development of public administration. A sense of duty towards the state, as a motivating factor for participation in the development of public administration, was respected by 60,4% of the respondents, however, 18,5% of respondents disagreed with the statement. About 21,1% of the respondents did not have a clear opinion on this issue. The main statistical indicators of the assessments about motivating factors are shown in the table below (Table 3.2).

Table 3.2. Main statistical indicators of the assessments about motivating factors

Statements, Motivating factors	Mean	Mode	Median	Shares of evaluations within assessment scale parts, %			Difference between “7-10” and “1-4”*, %
				1-4	5-6	7-10	
I have a sense of duty towards the state	6,68	7	7	18,5	21,1	60,4	+ 41,9
I feel I can be useful and helpful in public administration	6,48	7	7	19,6	24,8	55,7	+ 36,1
I have my own vision that I would like to implement in public administration	6,38	7	7	23,1	22,3	54,7	+ 31,6

* The difference between the assessment scale of “7-10”, which reflects the agreement to the statement, and “1-4”, which reflects the disagreement to the statement, shows a more objective overall evaluation of the given statement.

Source: Author’s survey of young people, $n = 1001$.

The results of author's survey relate also to the research results by the Latvian Ministry of Education and Science from their 2013 study on opportunities, attitudes and values of young people.³¹ The study concluded that important impact factors for youth motivation are young people's desires to participate in the changing of the existing situation as well as career opportunities and the opportunity to express their opinions.

Based on regression and correlation analysis of the survey's data the author concludes that a statistically significant, moderate tight positive correlation exists among motivating factors and some of the youth's intentions and attitudes towards participation in the development of public administration. The evaluations of the statement "I have a sense of duty towards the state" has a moderate tight positive correlation with the evaluations of the statement "I am the future of the state" – Pearson correlation coefficient $r = 0,45$, significance level $\alpha = 0,000$. Also, a moderate tight positive correlation exists between the evaluations of the statements "I feel I can be useful and helpful in public administration" and "I would like to work in public administration or municipal institution" – Pearson correlation coefficient $r = 0,47$, significance level $\alpha = 0,000$. Also, the evaluations of the statement "I have my own vision that I would like to implement in public administration" has moderate tight positive correlation with the evaluations of the statement "I will stand for parliamentary or municipal elections" – Pearson correlation coefficient $r = 0,47$ and significance level $\alpha = 0,000$.

The results of the empirical research have confirmed that management in public administration need to take into account the views of young people to attract them to public administration and support their development for public administration. Promoting youth participation in public administration, especially the young people who feel they could help and be useful to public administration and who have their own opinions that they would like to implement in the public administration, would strengthen young people's sense of duty to the state, as well as would reduce the proportion of young people who have no interest in the field of public administration as a whole.

Demotivating factors. The respondents of the survey for the most part disagreed with the given demotivating factors' statements except for the statement "I have a bad opinion about the public administration", which was agreed to by most respondents (59,3%) compared to 20,6% of the respondents who disagreed with this statement. However, the statements "I have bad experiences in the cooperation with public administration" and "I do not believe I can change something in public administration" were also agreed to by a comparatively large share of survey respondents – 41,6% and 35,5% accordingly.

³¹ Latvian Ministry of Education and Science (2013). *Study on Opportunities, Attitudes and Values of Young People*. pp. 33.-36., 45. Excolo Latvia Ltd, 2012.

The main statistical indicators of the assessments about demotivating factors are shown in the table below (Table 3.3).

Table 3.3. Main statistical indicators of the assessments about demotivating factors

Statements, Demotivating factors	Mean	Mode	Median	Shares of evaluations within assessment scale parts, %			Difference between “7-10” and “1-4”*, %
				1-4	5-6	7-10	
I have no interest about public administration in general	4,11	1	4	60,0	20,1	19,9	- 40,0
I do not believe I can change something in public administration	5,16	3	5	45,7	18,8	35,5	- 10,2
I have a bad opinion about public administration	6,74	8	7	20,6	20,1	59,3	+ 38,7
I have bad experiences in cooperation with public administration	5,69	5	6	32,4	26,0	41,6	+ 9,1
Working in public administration is not prestigious	4,45	6	4	47,1	27,2	25,7	- 21,4

* The difference between the assessment scale of “7-10”, which reflects the agreement to the statement, and “1-4”, which reflects the disagreement to the statement, shows a more objective overall evaluation of the given statement.

Source: Author’s survey of young people, $n = 1'001$.

Demotivating factors correlated positively among other demotivating factors, and they also correlated negatively with the number of young people’s future plans and motivating factors. That means that the demotivating factors are triggering one another and also have a negative impact on young people’s intentions for participation in the development of public administration in the future. The results of the demotivating factors’ analysis relate also to the research results by the Latvian Ministry of Education and Science from their 2013 study on opportunities, attitudes and values of young people.³² The study concluded that there is a very low level of trust among young people in both the legislative and executive authorities and the highest state officials in public administration. Also, the interest in politics in general is extremely low among young people, and furthermore the opportunities to participate in politics and to influence political decisions are assessed by the youth at a very low level. The Ministry’s study in 2013, similar to the author’s study, concluded that this lack of interest

³² Latvian Ministry of Education and Science (2013). *Study on Opportunities, Attitudes and Values of Young People*. pp. 31., 45. Excolo Latvia Ltd, 2012.

is a major demotivating factor hindering the involvement of young people in public, social or political activities. Both studies also confirmed that a lack of self-confidence and the sense of youth opinions not being taken seriously into account as strong demotivating factors.

3.3. Latvian Youth policy's client-accordance index

Based on youth policy case-study research, the author offers a new client-oriented development planning measurement – the policy client-accordance index (PCA index), which measures the relevance of policy planned results and policy-makers' expectations in relation to policy's clients intentions. The index methodology mainly includes the planned policy results and policy-makers' expectations identified through the analysis of respective legislative acts and expert interviews as well as youth intentions and various affecting factors and their significance as identified through the survey.

As a result of the research, the author concludes that overall, taking into consideration young people's interest in participating in the development of public administration, and strengthening public administration's communications and youth education, Latvian youth can be trusted as the future of Latvian public administration and its development. Based on the research of the relative scientific literature, the survey, the expert interviews analysing certain aspects of client-oriented approach and applying the author's developed PCA methodology, the author concludes that Latvian youth policy's client-accordance index is 40,64%. This indicates that a significant proportion of expectations contained in the youth policy's planned results and policy-makers' expectations do not meet or only partly meet the intentions, values and interests of young people. At the same time the author emphasizes that the PCA index shall not explicitly aim at the maximum value – the factors' assessment interpretation to a large extent depends on the policy-makers' expectations and position. It is also to be noted that policy-makers' expectations and policy's planned results are very much defined by and based on society's socio-economic, cultural, civic and legal norms, for instance, the expectation that young people should have a sense of duty towards the state (64%) or the motivation for social and civic participation (62,2%). The PCA index results also allow the comparison of different aspects between the public and private sectors, for instance, such significant factors for youth participation as career, interesting job and salary are evaluated at comparatively low levels within the public sector in comparison to the private sector (28%–36%), therefore it shows a low accordance to policy expectations related to the active involvement of youth in the development of public administration through employment in the public sector. These detailed measurements are signalling the public administration about a possible imbalance between their expected results and the opinion of their respective clients target group.

The author's developed PCA index methodology provides the following opportunities:

- to evaluate the level of accordance between the expectations set in development planning and the intentions of the respective policy's clients target group;
- to identify the strong and the weak points of the public administration's client-oriented approach based on a detailed comparison of the results between different factors, thus allowing for planning and taking the appropriate policy-making adjustments;
- to measure a detailed assessment of each factor in relation to its maximum, thereby identifying the level of excellence to strive to;
- to compare the results among different policy areas and countries, once a broadened PCA index study is conducted, that will help to identify the best practices to be considered for the improvement of the policy-making.

3.4. Feasibility of the client-accordance index in the development of public administration

In this chapter the author conducts a feasibility study to identify the applicable and challenging aspects of the application of the youth policy case-based methodology model for evaluating the relevance of any public administrations' policy to the intentions of the policy's clients' group. The research methods included are, for the most part, content analyses of scientific literature and legislative acts, feasibility modelling as well as experts' interviews.

The major findings which were verified by using all of the aforementioned research methods led the author to conclude that from the perspective of the state, the policy makers' expectations towards youth are rather clear and structured while the youth's perspective is still developing through interacting, reasoning, adjusting ambitions to expectations, etc. Given the limitless needs of society which is one of the economic development pillars, the same pattern of structured policy versus undefined needs of its clients can also be applied in other fields of public policies. Another consequent conclusion was that the state and its governing institutions as well as the society places and treats youth as a separate group of state clients and society members. The attitudes alter from socially marginalized *citizens-in-waiting* to youth as a crucial asset of state development. Youth as a separate public administration's clients' group can be identified in various policy areas e.g. in the education system, justice system and socio-economic area. This pattern in its turn cannot be placed upon policy and its clients' relationships in most other public policies due to the uniqueness of youth as a sociodemographic group and the generality of other sociodemographic groups.

The summarizing conclusion of this feasibility study shows that the youth policy based PCA evaluation model is feasible in the wider public administration area, however it requires specific adjustments. The methodological approach is directly applicable to other policy areas, i.e., it is possible to identify the clients' groups for each of the public policy areas once they are defined. Thus it is possible to identify the respective policy's client orientation aspects and expectations towards its clients' group. Accordingly, it is possible to research the intentions and perceptions of the policy's clients subsequently providing the PCA index. However, the challenging aspects of the feasibility of the case-based PCA evaluation model in wider public administration area relate to different features of the public policies and their clients' groups. It means that the factors used for the PCA index in different policy areas shall differ considerably and thus the PCA indexes shall not be compared among different policies. Nevertheless, the compilation of all PCA indices can be used for the overall public administration system itself.

Overall, the PCA index and its methodology will improve the client-oriented approach in public administration development planning and will also sustain the mutual understanding between policy makers and their clients. This, in turn, will facilitate the public administration's client's participation and loyalty levels, which are crucial aspects for sustainable, inclusive and all-sides' supported development of the state, its society and communities.

To facilitate the feasibility of this doctoral research results and the wider use of PCA index model within the framework of the development of further research and exploration the author intends to explore the newest foreign experiences and trends as well as recommendations within scientific literature regarding the public institutions' client satisfaction measurement and, where possible, to explore the design of indices similar to the author's PCA index; and also to continue the development of a standardized PCA index methodological model for its application across the whole public administration area.

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

1. The transition of the client concept from the private sector to the level of government was influenced by the development of post-industrial civil societies as well as changes in private sector management development techniques that emphasized the need to focus on the client. That created a growing public pressure for more efficient public administration and contributed to the beginning of the public administration reforms in the 1980's and 1990's, including the development of the client-oriented approach.
2. The development of public administration models – classical (bureaucratic) public administration model, the New Public Management model and the New Public governance model – and the differences they imply on public administration's relationships with society reflect the socio-economic situation in a specific development stage of societies. Although these organizational models of public administration have been and are evolving gradually one after another, they however co-exist and in different modern public administration systems, elements from each model can be found.
3. Taking into account that the essence of the client concept in public administration is characterized by efficient execution of public administration's functions according to the needs of society, the national and supranational development planning documents in the European Union and in Latvia, in the framework public administration reforms, emphasizes the need for the client-oriented approach along with the realization of public administration functions, particularly where they interconnect with society.
4. Within the typology of the relationships between public administration institutions and their clients, two separate major roles of the clients are being distinguished depending on which of the clients' needs the relationships are targeting – public administration clients as recipients of public services when the relationship satisfies their private needs for their private value or public administration clients as citizens when, in addition to the private value, the public value is also being served.
5. The public service definition offered in Latvian legislative acts emphasizes public service as a direct benefit to its recipient, but at the same time it also involves the client's obligations and compliance to the respective public authority, including the cases when the service is being nudged upon its recipient while the actual beneficiary is society, thereby creating a contradiction. The author's analysis of the scientific literature suggests that, unlike the public service definition offered by Latvian legislative acts, an indirect benefit for the society should also be considered as an indirect public service.

6. At the same time, scientific literature does not offer any conventional definition for the public administration's client and to a very little extent it studies the public services on a meta-level. Therefore it does not offer also any conventional definition of the public service. This is recognized as one of the main challenges in the development of public services provision systems in many countries. Therefore the author suggests his own definitions of the client and the service in public administration (see Recommendations).
7. The concept of the co-production of public services emphasizes the cooperation between the service providers and recipients, i.e., the clients' involvement in public policies' decision-making in provision of public services mainly through the organized civil society.
8. The electronisation or e-government is one of the main development directions in the improvement of public services provision. It is considered a good governance and good client relationship management practice that ensures wider and easier accessibility of public services as well as saves clients' time, money and other resources.
9. Youth as a separate target group of public administration clients can be identified in several areas of state development and policy planning, including the education system, legal framework, socio-economic area, public administration reforms and other public administration areas where youth is distinguished as a separate public administration's client target group in relation to which special accommodated support and protection measures are offered or implemented. Youth as a separate target group of public administration clients is highlighted also in public administration reforms, both on national and supranational levels.
10. The importance of youth social and civic participation is also supported by the prospect of negative consequences of the alternatives, i.e., the non-participation or critically low social and civic participation of young people threatens the democratic public governance system. Therefore, maximizing the youth active social and civic participation is also a politically, socially and economically driven necessity. In this respect, youth social and civic participation is not driven by youth's rights or motivations, but includes number controlling and nudging elements to enhance youth participation.
11. In the framework of Latvian public administration development planning, including youth policy, the youth is defined as an important part of society and the guarantee of the state's future. Development planning documents contain policy makers' expectations of young people also in the context of public administration development. However, the policy-maker's expectations contained in the development planning documents, including youth policy documents, are partly met by the intentions, values and interests of young people, and are largely related to the initiatives of young people rather than targeted policy actions.

12. According to the researched statistics, youth in Latvia and in other EU countries show very low levels of social and civic participation. One of the main reasons for this lack of social and civic participation among young people is the disbelief in one's ability to have an impact on social and political processes and the lack of trust in public authorities. That, in turn, is very much related to insufficient practices of civic participation and the lack of public administration's awareness about their clients.
13. Based on the youth survey results and the analysis of motivating factors, the author concludes that by promoting youth participation in public administration, especially the young people who feel they could help and be useful to the public administration and have their own opinions that they would like to implement in the public administration, the young people's sense of duty to the state would be strengthened, as well as the proportion of young people who have no interest in the field of public administration as a whole would be reduced.
14. The main demotivating factors hindering youth motivation to participate in public administration development are related to youth's negative opinions about public administration. The empirical study shows that one of the reasons for this is bad experiences in collaboration with public administration, which causes a low level of trust toward and interest about the public administration.
15. The important role of the client-oriented approach in the development of public administration can be justified by its positive impact on the empowerment of participation opportunities and social coproduction as well as on the strengthening of active civil society. Such a way of cooperation between public administration and society contributes to awareness-based relationship between public administration and its clients that, in its turn, ensures more tailor made provision of public services, equal distribution of responsibility about the service quality, as well as increases the legitimacy of public administration actions, including its development implementation.
16. The author's proposed policy client-accordance index methodology allows an identification of the strong and weak points of the public administration's client-oriented approach based on a detailed quantitative comparison of results between different factors thus allowing for planning and taking appropriate policy-making adjustments.
17. The feasibility study shows that the author's proposed youth policy based PCA evaluation model is feasible in the wider public administration area, however it requires specific adjustments that are related to the identification of clients' target groups for the respective public policies as well as policy's expectations towards these target groups. For comprehensive and standardized PCA index applicability, further research is necessary.

Recommendations

Within the legislative regulations of the Republic of Latvia there should be included improved definitions for public administration clients, the public service, and the client-oriented public administration development planning. Similarly, within the national development planning system and the public service provision improvement system, the client-oriented approach should be strengthened. Based on the doctoral thesis research results, the author has put forward recommendations that will facilitate client-oriented development planning in public administration.

To the State Chancellery and Cross-sectoral Policy Coordination Centre:

1. Within the implementation of the client-oriented approach in public administration development planning to determine that the policy planning documents, in addition to the expected policy results and performance indicators, should also include the relevant policy's clients' target groups and policy-makers' expectations towards each of the clients' target groups.
2. Within the national development planning framework and its documents, in addition to the often-used terminology of public service, to also use the terminology of the public administration client, as well as to determine the public administration client's rights and obligations or include these norms in the next draft of the Law on Public Services.
3. The author offers the following client-oriented development planning definition for public administration: *A client-oriented development planning in public administration is a medium- and long-term sustainable development planning process in which, in line with the analysis of the external environment, the organization's clients and their groups – recipients of organization's services – are being identified, and the expected policy implementation outcomes are measurably evaluated in relation to the intentions and opinions of the respective policy's clients or their groups (policy client-accordance index).*
4. For the improvement of the public administration development planning system, to implement the following client-oriented approach aspects in public administration:
 - a) to determine the public administration clients' target groups for every public administration institution that provides public services and include the clients' target groups in central public administration institution's management documents, namely operational strategies for medium- and long-term and annual work plans.

- b) to calculate the central public administration institution's development planning client-accordance indices according to the author's recommended PCA index methodology.
- c) to develop and implement client service standards for public administration institutions and with an internal legal act to define the institution's client relationship framework and principles that the institution will respect as well as to conduct clients' satisfaction measurement activities on a regular basis to obtain data for future development planning.

To the Ministry of Environmental Protection and Regional Development:

1. To improve the terminology and definitions in Draft Law on Public Services and other legal acts in the following way:
 - a) *The public service is, in pursuing public administration's functions, ensured or delivered material or non-material, as a direct or indirect benefit to the client or to society as a whole.*
 - b) *The client of the public administration is any person or entity that is eligible to receive any public service, and society as a whole.*
2. At the same, based on the scientific literature research and legislative acts' analysis, the author considers it necessary to evaluate and, if necessary, to specify the public service and public administration client definitions to ensure that the public administration client is any member within society, including citizens, residents, tourists, asylum seekers, as well as such a client, to whom the provided public service ensures the benefits to society as a whole. In the latter case the client and the service should be additionally defined.
3. To maintain the existing detailed typology of public services and the definitions of their detailed types, but at the same time supplementing them with the concept of indirect public service when the beneficiary of such a service is society as a whole.
4. Taking into account the increasing role of local municipalities within public administration, including in the provision of public services, to consider the possibility of defining central and municipal government public services separately.

To the Ministry of Education and Science:

To continue the conduct of the annual monitoring of youth policy, which is the example of good governance to other ministries, and to consider the possibility of renewing the youth policy implementation index on a regular basis (at least every 3 years).

To the University of Latvia and other education institutions in fields of social, political and legal sciences:

1. To develop and improve public administration study programs and courses to facilitate young people understanding of the significance and concept of civic and social participation and client-oriented public administration reforms' latest trends. Also, to consider the possibilities of developing and strengthening cooperation with non-governmental organizations, especially in the field of civic participation.
2. To come forward as the opinion-leaders for development trends in public administration reforms in the world, not only in the scientific academic environment, but also in the more popular mass media social communication.

To the members of the active civil society:

In order to strengthen the cooperation between public administration and the non-governmental sector as well as to contribute to the facilitation of the client-oriented approach in public administration, to consider the establishment of the public administration's clients association.

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