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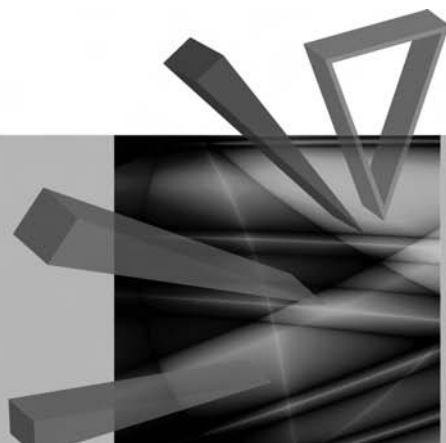
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# Przestrzeń a rozwój



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## THE CLASSIFICATION OF ANALYTICAL AND MANAGEMENT QUALITATIVE FRAMEWORKS FOR MUNICIPAL AND REGIONAL DEVELOPMENT

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**Summary:** The paper is focused on the evaluation of management and analytical concepts employed either for performance measurement and local government management quality measurement or as a system approach for coordination of local development processes. At present, there are many theoretical concepts; some of them are similar to a wider extent both with respect to used methodology and indicators (CAF, EFQM). For the selection of a suitable conceptual framework for the development of a specific territory, the selection of a specific theoretic concept is not as much important as the level of its implementation in decision-making and management mechanisms at the local or regional level, because vast majority of the characterized concepts provide, in principle, sufficient evaluation and strategic approach applicable for strengthening of competitiveness of a municipality or a region.

**Keywords:** municipal and regional development, qualitative framework for development.

### 1. Introduction

From the institutional point of view, the development of towns represents internally rather differentiated as well as interwoven system, which links different stakeholders, often based on inter-sector links between private, public and non-profit making sector. The influence of each stakeholder on the development of towns can be hardly precisely defined because the effects of their activities are often mutually interwoven. The solution may focus on the research of monitoring of selected areas where certain level of mutual connections between local government and local stakeholders is expected.

At present, there are many different theoretical approaches and methods focused on the analysis of local governments from the viewpoint of public service performance efficiency or the operation of possibilities for their development. These approaches, now used for the development of municipalities in the Czech Republic, include rather widely used method of the community planning in the social sphere. This method was first implemented after 2000 and as a result it can be monitored what the differences between towns with the established community planning are and whether

the community planning development has positive impact on the development of the stakeholders from the field of social services, because the community planning method introduces intensive networking between the local government and local stakeholders in addition to conceptual and acquisition approach in the development of social services.

Local governments pose assumptions for initiating new development mechanisms in the community sphere [Blakely, Leigh 2010]. Malecki, Tootle [1997], pay attention to the need of certain support of the public sector for the development of networks. Illner, Kostelecký, Patočková [2007] describe this role of the regional government as indirect because it consists of “production of conditions for activity of other entities performing their development activity right now”<sup>1</sup>.

The socio-economic differences between towns are also related to structures of local stakeholders and their different knowledge, particularly with respect to their distinguishing into codified and non-codified [Malecki, Hospers 2007]. Their importance can be illustrated on an example of project management where codified knowledge can be obtained without any increased effort (information about grant appeal), whereas non-codified knowledge has much more principal importance (ability to compile a quality project). This has a substantial impact on obtaining further income for the development of towns and reinforcing of the competitiveness of the regional development stakeholders.

The ability of obtaining financial funds in the form of the grants or subsidies does not only depend on flexibility of local government and local stakeholders; the flow of subsidies from the state budget is also influenced by the factor of “multi-level governance” [Kostelecký, Patočková 2006], where other levels of the public administration may intervene in the local development. An example is formation of regions in the Czech Republic which led to the establishment of category of regional centres and regional institutions in the public administration and which reflected in the transfer of competences and public sources in the region and created new development impulse for the town and the region as a whole. On the other hand, there is a chance to monitor in detail the spatial difference of public resources redistribution, whether there are differences between towns related to abilities of local stakeholders – municipalities, companies, non-profit organizations to make use of these funds.

## **2. Description of quality-focused approaches applicable for the development of municipalities and regions**

At present there are many concepts and approaches used for the evaluation of development of municipalities and regions. The concepts developed in the field of business management focused on the development of regions and municipalities are

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<sup>1</sup> Quoted from M. Illner, T. Kostelecký, V. Patočková, *Jak fungují kraje – příspěvek k hodnocení výkonu krajských*. “Sociologický časopis”, Czech Sociological Review, 43 (5), p. 972.

described e.g. by Ježek [1998], Adamčík [2000], Hušek, Šusta, Půček [2006]. Methodical differences among the approaches occur also within specific approaches, e.g. Rumpel [2002] describes differences between territorial marketing and strategic planning, where the latter is regarded as less effective due to its impact on changes achieved to the territory, which may, among others, include reinforcement of municipality's competitiveness.

The underlying classification of approaches employed for metering the local government performance was processed by Kostelecký and Patočková<sup>2</sup> [2006], who created four categories: a) evaluation with the use of aggregated indices, b) evaluation of procedural and institutional efficiency and quality of government's activity, c) evaluation of impacts of decision-making on social-economic development, and d) subjective evaluation by citizens or experts. This classification is based on differences between types of collected data, on employed analytical procedure as well methods used for gathering of information.

The categorization of approaches from the methodical point of view, whether the approaches of the analytical methods are the main target or starting point for concept making, is regarded as a different classification approach. The approaches are then divided into analytical-descriptive and analytical-conceptual. Whereas the earlier mentioned approaches use different indicators, which monitor the quality of services and governance in the public administration, the latter approaches based on analytical evaluation stipulate recommendations and strategies focused usually on the improvement of municipality governance quality as an organization or regulation and the coordination of local development processes (e.g. in the interest of reinforcement of competitiveness of municipality or improvement of quality of life).

## 2.1. Analytical-descriptive approaches

In the field of analytical-descriptive approaches, a range of aggregated indices is used, focused on the evaluation of institutional development level and public administration quality. The World Bank uses *The Governance Indicators*<sup>3</sup>, which evaluates, for example, the ability of a government to implement policies that support private sector. Another sub-indicator is bi-annually published by the World Economic Forum in its *The Global Competitiveness Report*<sup>4</sup>. The sub-categories of public institutions include a wide range of criteria, aimed at the evaluation of the public administration quality with monitoring of such phenomena as bribery, influencing and efficiency of public policy, independency of courts, bureaucracy. The said indicators are used for the level of states and their application to municipalities is limited to a large extent.

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<sup>2</sup> The issues of metering of local government performance is the long-term task of Local and Regional Studies Department at the Sociological Institute of the Czech Academy of Sciences in Prague.

<sup>3</sup> See <http://info.worldbank.org/governance/wgi/index.asp>.

<sup>4</sup> <http://www.weforum.org/en/initiatives/gcp/Global%20Competitiveness%20Report/index.htm>.

Another analytical approach for the evaluation of municipalities is monitoring the impacts of decisions adopted by the local government to general social and economic degree of development of municipality. It is possible to agree with the statement of Kostelecký and Patočková [2006] regarding the complexity of metering of impacts from decision making of local government on social-economic level of municipalities because the development processes are also influenced by many other stakeholders (local and external directly via internal development activities, e.g. extension of production in a local branch). Traceability of direct impacts of decision-making of the municipalities is evaluable at the level of case studies (due to insufficiency of quality data), which may analyse specific solutions of a municipality and monitoring thereof selected social-economic phenomena<sup>5</sup>. The case studies of development of specific municipalities then allow catching a solution of locally specific issues due to originality of social-economic structures of each municipality and the complexity of governing the municipalities [Wright, Nemeč, Stillman 2003], where it is hard to summarize local development processes into a shape of a typology<sup>6</sup> [see for example Hampl, Blažek, Žížalová 2008].

On the other hand, municipality and its bodies are responsible for municipality development pursuant to Municipalities Act [see §35, §84, §85 of Act No. 128/2000 Coll.] and therefore, the analyses, which monitor dependencies between institutional conditions and social-economic development of municipality, are beneficial for practice and municipal governance.

Another example is the use of comparative approach for the evaluation of development level of selected municipalities. In bibliography, the comparison of traditional social-economic phenomena (unemployment, branch specialization of companies) prevails but there is also quality research, which monitor e.g. the development of knowledge or creative economy or the extent of implementation of new management approaches in the local government governance [Farneti, Guthrie 2008].

The spectrum of analytical-descriptive methods can also include Balanced Scorecard (hereinafter referred to as “BSC”) method, which is used for monitoring the improved quality and performance of local government while employing set indicators based on externally defined strategic development goals. Within the method, the definition of monitored indicator depends on individual approved goals of the local government with the evaluation of compliance with the defined development goals. The focus of the method is rather analytical because it does not strive for creating a development strategy but helping to monitor performance

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<sup>5</sup> An example of these causalities may be, e.g. in transport industry, monitoring the impact of toll collection to the reduction of vehicle transport in locations where toll is charged.

<sup>6</sup> Complex nature of local development processes and structure of the entities (municipalities) in question leads to disbelief in searching for a methodology, which allows the representative comparison of local governments; it will always be sub-optimized solution rather partial than complex, taking into account some aspects of municipality development (economic, social, institutional).

thereof and therefore, it embroiders strategic goals and each priority into the system of relevant indicators. Generally speaking, the BSC method is associated with the aim of improving governance quality of local government at the subjective level and improving the citizens' quality of life at the objective level. The application of the method on internal mechanisms of an institution can be documented by checking the efficiency of cash management where indebtedness of municipality or cash inflow in the form of subsidies or investments are checked [Hušek, Šusta, Půček 2006].

## 2.2. Analytical-concept approaches

I also specify a category, which may be identified as analytical-conceptual, in the spectrum of approaches and methods for monitoring the efficiency and public administration quality. The difference from the analytical-descriptive category lies, in my opinion, in the methodological notion where the latter category of approaches uses analytical evaluation for definition of recommendations or strategies of municipality development, often combined with the reinforcement of municipality competitiveness.

For mutual closeness, the distinguishing of all approaches is difficult because they often use similar analytical approaches. For the classification of these concepts, basic social-science branch, from which they developed, may be the starting point. The classification of the concepts used for the analysis of operation and development of the local governments are shown in the following table where the approaches are divided by the starting branch specialization.

**Table 1.** Classification of analytical-concept approaches based on analyses and development of local governments

Branch starting point	Concept (method)
Marketing-planning	Regional (municipal) and territorial marketing, strategic planning
Company management	Benchmarking, New Public Management, CAF, EFQM, regional management, strategic planning
Social-environmental	Healthy Town (local Agenda 21), community planning

Source: internal processing.

The first sub-category can be identified as marketing-planning approaches where many approaches are generated from marketing concepts of commercial sector. These concepts include, for example, territorial marketing [Rumpel 2002] or regional/municipal marketing [Lacina, Kala 2003]. A relative concept for the municipality development is strategic planning [Blakely, Leigh 2010; Berman et al. 2009], which is most widely used of all described concepts in the development documents of the local governments in the Czech Republic. Despite wide employment of the strategic planning, some authors criticize this method [Rumpel

2002] for preferring analytical and planning phases instead of application one, including the underestimation of importance of the local stakeholders, which is reflected in the formulation of many goals not performed during the implementation phase. Another problem is, in my opinion, the notion of the analyses themselves because the description-processed analyses based on elementary social-economic and infrastructure-based data prevail and on the other hand, soft factors, such as social capital, municipality image, creative milieu are underestimated, albeit these factors are today regarded as key factors of regional competitiveness [Rumpel, Slach, Koutský 2008]. The benefit of marketing methods lies in the emphasis on application phase – development of networks and communication among local stakeholders, focused on customer or market sustainability of activities, which can be regarded as a more effective approach on long-term basis because, compared to development mechanisms, it is initiated by the system of strategic planning, less dependent on external resources. The second category is formed by the concepts and models primarily based on methods of management in commercial sector, which includes New Public Management [Page 2005; Groot, Budding 2004], CAF<sup>7</sup> concept, EFQM excellence model concept [Ehrlich 2006; Hušek, Šusta, Půček 2006; Sandbrook 2001; Russell 2000], regional management [Ježek 1998; Adamčík 2000]. Although these models are primarily based on management, they are often influenced by many other fields, including geography, management, territorial planning and sociology.

The EFQM model was developed by the European Foundation for Quality Management - EFQM<sup>8</sup>. The EFQM model evaluates nine fields<sup>9</sup>, five of which define assumptions and four fields relate to the results of an organization [Hušek, Šusta, Půček 2006]. Monitoring the fields is at the lower level via 32 sub-fields that use a wide range of specific indicators.

Similar Common Assessment Framework (hereinafter referred to as “CAF”) is based on the EFQM model)<sup>10</sup>, developed for the evaluation of quality of services rendered by public sector organization for which Czech translation “Společný hodnotící rámec” is used [Provazníková 2007]. Similarity between these two models is rather high, the fields of assessment of the EFQM model are identical to CAF but with difference in methodological approach to selected criteria. The CAF model determines identical weight for all criteria; the EFQM model uses different weights for different criteria [Hušek, Šusta, Půček 2006]. Repeating the evaluation will also

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<sup>7</sup> See: Zlepšování organizací pomocí sebehodnocení, CAF model application book, book series of Quality Support National Policy, all available from <http://www.npj.cz>.

<sup>8</sup> In Czech-speaking environment, EFQM model implementation is the task of Česká společnost pro jakost, o.s., see <http://www.csq.cz/cs/publikace.html>.

<sup>9</sup> Evaluated fields of the CAF model: a) Criteria of assumptions – 1. Management, 2.Strategy and planning, 3.Employees, 4.Partnerships and resources, 5.Processes; b) Criteria of results – 6.Customers/citizens, 7.Employees (results), 8. Society – results, 9. Key performance results.

<sup>10</sup> The CAF methodology description is available on website of National Information Centre for Quality Support, available from <http://www.npj.cz/uvodni-stranka>.

allow monitoring the quality changes in performance of public corporation, which is regarded as one of the pillars for the improved quality and efficiency of organizations [Kostelecký, Patočková 2006].

The CAF and EFQM models primarily use the framework of self-evaluation criteria and therefore, it would be logical to include them in the category of analytical-descriptive approaches. However, it can be found out from the detailed evaluation of each criteria and field that these quality data in most cases attempt to trace the development processes with the use of highly specific indicators. The setup of these indicators forms *de facto* specific concept-motivation approach aimed at the activation of local governments to improve quality of their services or develop mechanisms that coordinate cooperation with local stakeholders. I, therefore, suppose that these methods can be regarded as analytical with significant conceptual context.

The third sub-category is presented by the analytical-concept approaches with prevailing focus on monitoring and improving quality of life of citizens as well as social and environmental dimension of the regional development. In Czech municipalities, they are linked to the local agenda 21 methodology (MA 21) applied via the National Network of Healthy Municipalities in the member towns, municipalities and regions. The local governments individually apply this conceptual approach in the form of the Healthy Town project, aiming to improve the quality of life of town citizens by the implementation of many activities<sup>11</sup>. The network of Healthy Towns monitors statistical indicators by member territorial governments (municipalities, towns, associations of municipalities, regions) particularly in the following areas<sup>12</sup>: sustainable power engineering, healthy condition of inhabitants, sustainable and safe transport completed by many other sub-indicators, good practice examples and evidence of development documents of member entities. The industry specification and structure of data applied by the MA 21 methodology are beneficial particularly in order to monitor many qualitative indicators, applicable for comparison of regional competitiveness of towns, especially in the field of quality of life and soft factors of the regional development. It does not directly measure decision making (or dependency) of the local government on local environment. The use of this database for the analysis of efficiency of the territorial governments in Ústí Region is practically impossible because data only from three towns of the region are accessible (Ústí nad Labem, Litoměřice, and Varnsdorf).

Another approach is represented by the community planning method, which develops especially the social services systems based on citizens needs at the level of municipalities, association of municipalities or regions. Here, the local government

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<sup>11</sup> Geographically, it is worth observing that the Healthy Towns projects are more intensely applied in Moravia when compared to Bohemia, where so-called Moravian paradox is used according to Mička (2006).

<sup>12</sup> Database of the Healthy Towns (DataPlán) is available from <http://dataplan.info/cz/home>. Drawback of the database is the incompleteness of data for each member entity and a limited ability of comparison.

acts as a social development coordinator, which creates new institutionalized networks in local environment in cooperation with the local stakeholders. This method is regarded as an innovative and flexible approach [Kadeřábková 2006] in the social field of municipality development with a direct impact on improving the quality of life of citizens. In analytical section, it works with a wide range of statistical indicators of social, demographic and economic nature, which are very close to the methodology of healthy towns (in socially-healthy field). Based on the analysis of the needs and resources of local environment, goals and measures for the community development are defined in consent with the local stakeholders. Considering the emphasis of involvement of the local stakeholders in the social network, it can be expected the local governments, which use this method, will achieve better results in the institutional development of the territory as well.

**Table 2.** Distribution of methods by selected aspects

<b>– by focus</b>	
<i>internal</i>	<i>external</i>
CAF, Balanced Scorecard, EFQM	territorial marketing, strategic planning, healthy town, agenda 21, community planning
<b>– by extent</b>	
<i>narrower</i>	<i>broader</i>
community planning, CAF, healthy town (local agenda 21)	territorial marketing, strategic planning

Source: internal processing.

When monitoring the differences between the mentioned concepts, one may begin from different starting points. Another classification aspect is shown in Table 2 with the distribution of conceptual approaches by focus and extent. Depending on the extent of the entity being evaluated, we can make external classification – involved in the development of the whole territory, which also includes regional marketing, territorial marketing or strategic planning. The internal approaches have “subjective” specializations to activities of prevailing municipal authority (management, quality of services). Here, the Common Assessment Framework (CAF)<sup>13</sup>, Balanced Scorecard, EFQM excellence model are included and they are focused especially on the streamlining of efficiency of authority as a public administration institution and its internal organization and governance or the improvement of quality of the rendered services.

Another view is the possibility to classify the concepts by the extent to narrower and broader. The narrower concepts include those focused on selected fields of development, for example community planning in the Czech Republic is marked only

<sup>13</sup> See Zlepšování organizací pomocí sebehodnocení, CAF model application book, book series of Quality Support National Policy, Prague 2005, all available from <http://www.npj.cz>.



for the social sphere and social services. The broader concepts apply more complex approach while attempting to cover as wide spectrum of development spheres (social, economic, traffic, environmental) as possible and this category includes, for example, the strategic planning or the territorial marketing.

Although there are many differences among the analytical-concept approaches as they define different approaches for the evaluation of operation of the regional government in mechanisms and institutional structures of the municipality development, their similarity is rather high in selected sub-categories and these are either derived concepts or they are highly interlinked. Considering identical object of the analysis, the concepts are often tightly combined, which results in mutual integration of each method. The municipal and territorial marketing by Rumpel [2002] frequently uses the tools of the New Public Management; on the other hand, the regional development by Ježek is tightly associated with the strategic management and other authors describe the strategic management as a concept, which includes strategic planning as well.

The institutional theories of the regional development emphasize the importance of the inter-regional links for the learning process of the local stakeholders [Boekema, Morgan, Bakkers, Rutten 2000]; further reinforcement of the inter-sector links and streamlined use of the general support for the initiation of the development processes while building the knowledge and open economy will be therefore important for the regional stakeholders.

### 3. Conclusion

It can be stated that at present there is a big set of frequently mutually combined conceptual approaches for the evaluation of potential and development level of municipalities, which uses many quality- and quantity-based indicators. When choosing a suitable conceptual approach for the development of a specific territory, the selection of specific theoretical concept is not as important as its implementation in the decision-making and governing mechanisms at the local or regional level. The municipalities may use the method of the strategic planning or regional marketing. However, it is important how intensively they are reflected in practice of the local policy and regional development, because in principle, all classified concepts provide sufficient evaluation and strategic framework for the reinforcement of competitiveness of municipality or region.

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## KLASYFIKACJA ANALITYCZNYCH I ZARZĄDCZYCH RAM KWALIFIKACYJNYCH W ROZWOJU GMIN I REGIONÓW

**Streszczenie:** Artykuł skupia się na ocenie koncepcji analitycznych wykorzystywanych do pomiaru jakości zarządzania na poziomie lokalnym i regionalnym oraz systemowego podejścia do koordynacji procesów rozwoju lokalnego. Obecnie istnieje wiele koncepcji teoretycznych, przy czym niektóre są podobne w sferze wskaźników (CAF, EFQM). Przy wyborze odpowiednich ram koncepcyjnych dla rozwoju danego terytorium istotny jest nie tyle wybór samej koncepcji, ile poziom jej wdrożenia przy podejmowaniu decyzji w zarządzaniu rozwojem lokalnym i regionalnym.

**Słowa kluczowe:** rozwój lokalny i regionalny, jakościowe ramy rozwoju.