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## Governance Modernisation: Structure and Development

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### **Abstract:**

*At the turn of the 21st century public management gained substantial experience in modernising the public sector; new theoretical paradigms, concepts and models of public governance were developed; feasible opportunities for testing their sustainability in practice occurred. The most important writings of researchers of the evolution of modern public governance have revealed that the problem of modernising public institutions can be defined by the structural dimension of values characteristic of certain cyclic sequence (challenges of globalisation, the necessity of changes in government, governance reforms, modernisation of public sector activity, innovative ideology and the practise of innovativeness) which are intended to make governance more efficient. The modernisation of public governance is acquiring more qualitative experiences in developing the modernisation strategies, policy programmes and projects; in improving structural and functional operation of organisations; in expanding the opportunities for intersectoral integration; in combining the trends of governance centralisation and decentralisation; in implementing modern forms of performance management; and, in infusing the principles of the results-oriented behaviour and new forms of responsibility and control over post-bureaucratic activities.*

**Key words:** *new public governance, evolution of modernisation, innovations, structure of modernisation, changes.*

### **Introduction**

To analyse the modernisation of public governance both general and specific forms of research are used. Therefore, while employing the most universal and very specific methodologies for examining public organisations, analysts must be able to precisely identify the characteristics of the constructs and models in methodological research, and to assess their appropriateness for the study of changes in the processes of state governance. The morphology of public governance modernisation requires a new look at traditional methodological attitudes (which sometimes adore excessively conservative or even fatalistic – teleological attitude) and to reveal their strengths and weaknesses. The scientific analysis focusing on the evolution of public governance and the improvement of the instrumentation of its methodological research provide researchers with opportunities to develop new provisions on learning which are necessary for higher-level scientific reasoning and the formation of new analytical procedural dimensions. The commercialisation of knowledge management (different from the commercialisation of working and physical capital) as the use of transaction of new ideas and various innovative experiences in creating public values is becoming an especially important approach to governance modernisation. The characteristics of qualitative analysis of governance modernisation allow the identifica-

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tion of determinants of modernisation processes taking place under the influence of global processes, such as the complexity and specificity of public governance processes; changing procedures and methods of institutional operation; growing responsibility of public governance structures of various forms; changes in organisational culture and behaviour, etc. [Bovaird, Loffler 2009: 62].

Social, cultural-ideological and economic-material factors operate as a certain well-synchronized mechanism today. Like never before, the real interaction of ideological and tangible values in global environment is becoming a unified complex totality of governance systems, methodologies, totality of measures pre-supposed by on-going changes directly related to the impact of information society, dissemination of information and knowledge management in shaping new values that are changing the established traditions and the standards of organisational behaviour [Lehaney et. all 2004: 1-12]. The need for change management pre-supposed by the processes of globalisation causes the development of public governance reforms by engaging both business and non-governmental institutions in the processes of modernisation and, as a result, producing new – hybrid, quasi-autonomous organisational formations [Davies 2007: 47-66]. The modernisation of performance of public institutions and cycles of their development is seen as the process modelling the drafting of new, more efficient measures, strategies, programmes and projects, the complex reinventory of activity processes of public institutions, the creation of favourable innovative environment necessary for the dissemination of innovative ideology, development of antecedental (primary) innovations and cultivation of repeated innovative opportunities of applicability, which is especially important for the countries of Central and Eastern Europe where the essential parameters of innovativeness fall significantly behind the countries of Western Europe and other developed regions of the world.

The authors of the article aim to identify the main theoretical-methodological problems of governance modernisation, overview some research on the matter, draw conclusions and make generalisations by taking meta-analysis, theoretical modelling, mixed analytical synthesis, comparative analysis and interpretational methods as the basis.

## **Methodological Aspects of Research on the Process of Evolution of Public Governance**

To extend the knowledge of evolution of public governance as of an integral part of global transformational processes at the turn of the 21<sup>st</sup> century the reserachers of the modern-stage public governance need to be profoundly prepared in respect of theory and methodology, to have competencies to understand and reason the historical causes of public sector transformations, and to identify the elements and indicators of the evolvment of complexity. As a manifold multidimensional phenomenon, the evolution of governance calls for the combination of mixed types of analysis, the interpretation skills in studying the application of theoretical doctrines in practical public governance, i.e., in analysing the logic of organisation acitivities in the modern environment of reforms, modernisation and search for innovative ways of governing where efficiency in public management, optimisation of organisation acitivities, growth of functional potential of modern performance management and hunt for the best solutions of governance become strategic provisions for operation of public structures [Alford, Hughes 2008: 130-148].

An especially important phenomena of the 20<sup>th</sup> and 21<sup>st</sup> century shall be the evolvement of the fundamental levers of public governance change towards the level of local government; the projection of central-directive government principles – towards conventional constructs of government; the engagement of a significantly wider stream of the interested into the processes of drafting and implementing of public strategic programmes and solutions when the processes of governance delegation and transfer of functions, i.e., the role of governance autonomy and de-concentration at the same time consolidating separate components of governance control mechanisms, are developed [Peters 2010: 36-37].

We have to state that the opportunities provided by systematic – institutional – procedural research approach are not the only catalysts in the process of evolution of public governance that should be named in accentuating disfunctional dimensions which speed up the evolutionary processes or impede them. The dimensions of rather subjective activities, such as the determination of value orientations of performance, the development of normative directions and trends as well as strategic orientation, fostering of personal characteristics and skills of organisation managers and leaders by developing the team style of operation and implementing the principles of social networking, and the parameters of interpretive operation of organisations, i.e., the qualitative parameters of creativity and motivativeness under new conditions, are no less important factors in the analysis of the evolutionary process of modern-stage public governance [Svara 2009: 390]. It is important to note the opportunities of prescriptive methodology and normative instrumentation and the rise of their significance which today are asserting themselves as the ones installing the role of neo-Weberian governance structures into the contents of reformation of state government. This requires considerably more qualitative parameters of governance conceptualisation by emphasising preferences for governance in forming potential characteristics of future modelling processes of public management [Box 2008: 25-26].

When plumbing the depths of reasons for evolutionary processes of public governance which determine the logic of evolutionary processes, theorists seek to identify the directions and trends of possible changes in public sector as well as the appropriateness of theoretical approaches to modelling them. The forecasting of new governance directions and trends by using the possibilities of mixed- method analysis and mixed analytical synthesis has to contribute to making the research on global processes of evolvement more profound, to modelling the development of innovative processes as a significant catalyst of evolutionary processes of public governance [Raipa 2010: 7-18]. To apply the methodology necessary for scientific research on evolution of public governance, it is necessary to know the systematic institutional operation, the processes of change and the mechanisms of management mechanisms [Pollitt, Bouckaert 2003: 16]. The context of research on the evolution of public governance is notably wide and combining social-economic development, governance levels, various public sector structures, experience of integrating public, business and non-governmental sectors, extrapolative trajectories of operation, drafting and implementation of innovative solutions in ensuring the preferences of national strategic goals and objectives [Klijn et. all 2009: 252-254]. Along with the development of new models of public social organisation, the modernisation of operation, innovative ideologies and the development of innovativeness become the main factors determining the criteria of modern and complex renewal processes of organisations [Isaksen, Tidd 2006: 151 -152]

The aforementioned factors are defined by new directions of the developing overall sociological provisions and public governance theories as well as by new developing theo-

retical paradigms requiring to carry out repeated systematic inventory of the variety of public governance methodologies in looking for the most appropriate theoretical paradigms, i.e., methodological approaches for solving both theoretical and practical public sector problems.

The aforementioned processes make the theoreticians of public governance develop a new (sometimes rather radical) attitude towards the established theoretical paradigms, political, economic and social doctrines, the existing models and their traditional interpretations. Thus, as the result of former classical paradigms based on systematic processes, new paradigms of public governance occur and undergo the phase of creation of new theoretical-methodological environment.

In the analysis of assumptions of evolution, content and catalysts of public governance, the approach of seeing evolution as a process of a more objective nature is taken as the basis. We inevitably have to note that a subjective content of evolutionary changes is to be associated with the conduct of public agencies, motivation of personnel, demands from interest groups and their expectations, i.e., the purposive organisational operation of social environment. Such an attitude, however, purportedly allows a rather concrete content of the evolution of public governance to be hidden behind the veil of scientific terminology of social definitions. In the concept where the evolutionary processes of public governance are seen as the totality, changes in government, reforms and modernisation, new operation methods and procedures applied in the activities of public organisations are the most important constituents. Recognising the fluctuating cycles of change processes in all fields of activity of social environment, the dialectic of changes is axiomatic but it rarely happens to be the totality of the processes governed [Christensen et. all 2007: 123]. The modern design of the evolution of public governance enables the combination of legislative, executive and judicial capacities. In addition, it should be noted that the evolutionary processes of public governance, namely, reformation of government, innovations, changes and modernisation, often encounter organisational, political, and financial obstacles as well as risk and fear factors.

The modern-day researchers of public governance accentuate that the fundamental vector of the evolution of governance is a complex-systematic evolution of public governance seen as the paradigm of government and organisational practice into a new public governance. The evolvement of new public governance combines in itself strategic provisions of complex reform of all public sector levels and its operation forms, the prospects of institutionalisation of more modern public governance systems which in the foresights of theoreticians is specified as: modelling of improvement of providing public services; qualitative dimensions of institutional – organisational change management; reformation of public service by fostering the professionalism of civil servants; skills of managers and leaders of organisations in implementing the innovative strategic directions of operation of state institutions [Struyk 2006: 13-15].

The new reforms of public governance have been clearly oriented towards the methods of managerial activities focusing on the purposeful behaviour of organisation in pursuance of the most important goal – performance results or, as theoreticians often define them, mega-goals of changes [Ongaro 2009: 4, 17-21]. The broad and systematic analysis of evolutionary processes in the public sector allows one to claim that the new public management enabled (first of all, in the Anglo-Saxon countries) the expansion of programmable resource management, the consolidation of the significance of governance decentralisation, quality management and independent agencies (carrying out part of the functions of governance) as well as the reinforcement of citizen as client and consumer participation in the process

of state government and the identification of institutional-functional constituents of the new public management: the approach in the citizen-state relation; the transfer of part of the functions of government to private structures and mixed, hybrid organisations; the role of competitiveness and quasi-market; the content of assessment of interaction between the profit and public value; privatisation processes and the role and place of government in the management of contracts; traditional mechanisms of public sector accountability the effectiveness of which often did not meet neither the demands of state institutions, nor the expectations of citizens or communities [Forrer et. all 2010: 475-484; Shick 1998: 23-31].

Nevertheless, in the evolution of public governance the potential of performance management which has developed during the implementation of the new doctrine of public management has stood up. The modern new public governance in the Eastern and Central Europe has taken the course of and has been evolving on the basis of the so-called “neo-Weberian” principles. As a theoretic model, it is a reflection to the outstanding governance problems under the conditions of the global economic crisis, though the very “neo-Weberian” ideology emerges in the public governance considerably earlier (along with the statement of the first indications of dysfunction of the new public management). The idealisation of performance management was characteristic of every doctrine of public governance over the entire 20th century. Along with the evolution of governance paradigms, the use and the assessment of performance management as well as other dimensions, namely, strategic principles of performance management, the employment of information-technological capabilities, etc., were also changing. The very term “performance management” purportedly holds an intermediate position between the “performance administration” and the “modern performance management”. It is rather difficult to reason this statement historically, however, such comparative analysis may be considered valuable enough with regard to the trends of evolution of governance (See Table 1).

**Table 1: The Evolution of Performance Administration into the Ideal Type Performance Management**

	Performance Administration	Performance Management
<b>Measurement</b>	Register of administrative indicators, internal organisational objectives and process.	Measurement systems of solution-oriented activity.
<b>Links</b>	Simple.	Between different systems for specific management functions.
<b>Usage</b>	Limited: information, internal, single-use.	For individual management cycles.
<b>Limitations</b>	Ad hoc, selection, strictly in accordance with legislation.	Incoherent and suboptimal.

Source: [Bouckaert, Halligan 2008: 77-78].

Specifying the comparative characteristics presented in the table, transformational projections of performance administration to the determinants of ideal-type performance management, i.e. a mechanistic evolution of administrative functions to a multidimensional system of performance management as to the holistic totality of different functions of performance management, could be accentuated.

## Theoretical Modelling of Mechanisms for Public Governance Modernisation

The theoretical modelling of mechanisms used for the implementation of goals and objectives of public governance can provide an opportunity to better understand the forms, methods and measures of modernisation of the modern-stage public governance as well as to identify the place and role of models of modernisation mechanisms as of a certain methodological instrumentation in practical implementation of structural-systematic directions of governance modernisation ensuring the efforts of a subjective factor – organisational structures and personnel, the interinstitutional integration of various levels and types and the improvement of performance of network structures at all levels of improvement of public governance.

To model the goals and objectives of any sphere of change management, it is necessary to have a complex understanding of the components of the change process. The most typical elements of the mentioned complex approach are organisational necessity and need for changes as a phenomenon of the total of objective conditions or subjective factor or as an organisational state, in other words, the situation is mature for changes and for the management of changes with the help of certain mechanisms of management (i.e., it is necessary to have the methodological instrumentation or a digest of algorithms of the logic of change management) enabling the fulfillment of the functional-structural transformations of organisations.

In analysing the content of the structure of modernisation mechanisms, the catalyst of the change processes should be emphasised, i.e., the role of various change-stimulating factors. The fundamental factor of successful modernisation in public organisations of the 21<sup>st</sup> century is leaders and managers of organisations.

Therefore, the most substantial provision for the improvement of mechanisms of modern change management in public sector is focused on the changes in the field of organisational culture. Opinions on the extent and the way the elements of organisational culture may be changed, on the degree the governance mechanisms can control, influence and affect the implementation of new standards or norms of organisational behaviour, i.e., in modelling of design of a modern mechanism of changes in the organisational culture of public governance, collide. Some theoreticians [Hatch, Cunliffe 2006: 206-207, 330-332] uphold the view that the possibilities to change the organisational culture as a subculture of the general culture are rather limited and often relate to the conformist and speculative trends. In addition, it becomes evident that flexibility is needed for the processes of mechanisms of modern change management in identifying the course of change management, in determining the speed of procedures for their installation in various forms of integration and at different levels of organisational culture [Box 2010]. It is impossible to denote the essential changes of public governance and the trends of governance democratisation without a complex understanding of a panoramic constructional vision of the mechanism of change management, i.e., without a systematic combination of empirical and methodological knowledge, without giving sense to methodological and practical implications in scientific research [Genuchten 2010: 293-295].

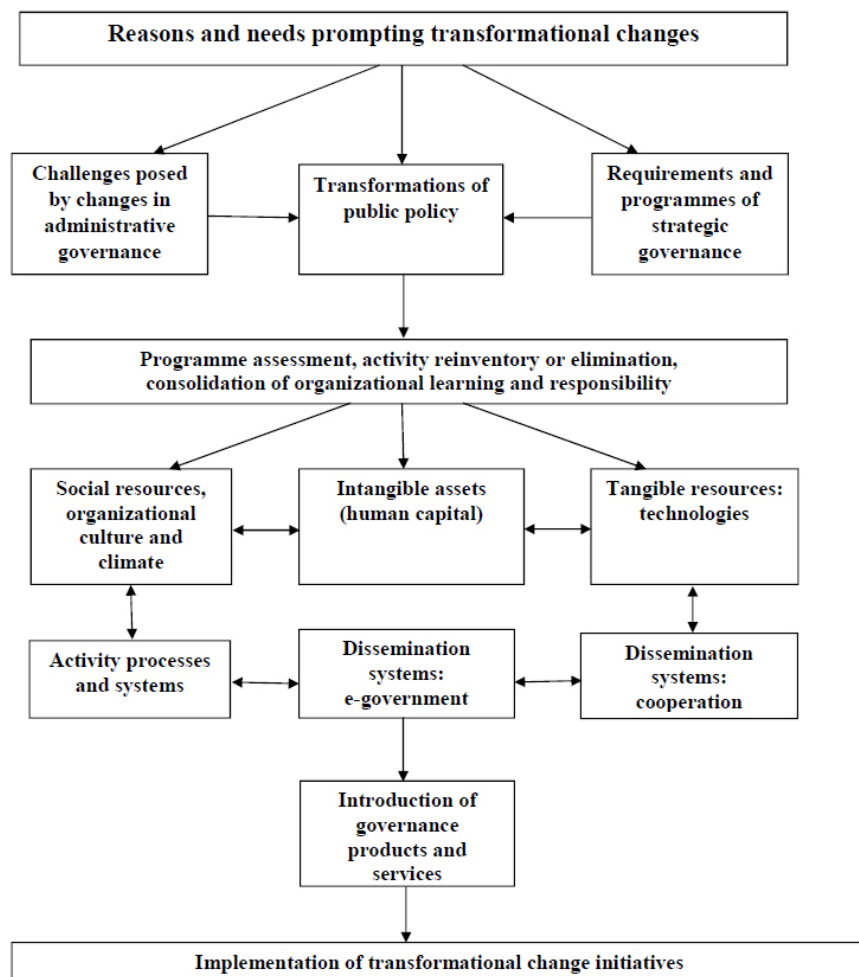
The doctrine of the new public governance requires the organisations of all types and levels to implement the forms of responsibility/accuntability for the improvement of change management. From the viewpoint of the aspect hereby analysed, this applies to the institutional responsibilities for the quality of implementation of various segments of the

change management mechanism and for the development of intersectoral cooperation and opportunities for integration [Kliin, Edelenbos, Kort, Twist 2009: 252-254].

The modern-day reinforcement of control, publicity and transparency in the structure of the change management mechanism is understood as the assurance of public participation and the expansion of the use of capabilities of information technologies and information dissemination in the spheres of control of performance of bureaucratic structures and bureaucratic personnel [Meijer 2009: 255-256].

The structural-procedural analysis of the mechanisms of change management in the public sector illustrates that at the modern stage of modernisation of public governance change management is notably a complex, multifold and multiple phenomenon encompassing systems, subsystems, elements, models and other determinants of mechanisms and processes of change management. Analysing the process of public governance, D. McNabb identified a model which comprehensively and precisely defines the structure of the change process and allows to make certain assumptions which may be used as the basis for the modelling of the content of mechanisms of governance modernisation.

**Figure 1: Model of the Components of Change Process**



Source: [McNabb 2009: 16].



## Factors for Innovation in the Modernisation of Public Governance

Innovation process management and development has become one of the essential factors in the reformation and expansion of the processes of complex modernisation in the public sector. Innovative performance is seen as a measure which helps gradually solve the tasks of management improvement and also implicating the consolidation of the positions of government in the context of global competition; it is also a measure which employs the ideology of innovation in prompting reforms, applying new methods of governance and effective forms of practical activities, meanwhile, reforms, in turn, require new forms of innovativeness, innovative thinking from civil servants and operation by applying public services and creating public products, i.e., identifying the content and forms of the process of public value creation.

The notion of modernisation in public governance implicates not only the participants of the public governance system which are characteristic of differentiability, but also the factors reflecting different change trajectories. They can be used to identify changes in governance processes, changes in behaviour of society, changes in managerial skills, and changes pre-supposed by the implementation of innovations.

Different purposive objects of change in public governance determine the variety of different models of the modernisation structure since both the participants of modernisation reforms and the very environment in which novelties are implemented orient towards different modernisation strategies and solutions of corresponding tasks. A prominent analyst of changes in public governance K. Lewin describes a three-activity model involving: resistance to changes; understanding changes and incorporating them into the arsenal of organisation activities; and institutionalisation of the change management processes. These three stages in the operation of organisations ensure incremental stability, allow organisations to achieve balance between the advocated of change and their opponents. Such balance is necessary in trying to comprehensively understand the modern-day strategies, values and management forms of organisations defined as the doctrines, models, etc. of sustainable development [Hatch, Cunliffe 2006: 309-311].

Some of the most significant structural changes of the modernisation of public governance in these last years have taken place in the systems of public governance by modifying the strategies of ideologies and actions, by initiating centralisation and decentralisation, privatisation and deprivatisation on a national scale, by adapting the innovative and globally recognised actions of governance. Theoreticians amply discuss and devote most of their attention to the intersectoral cooperation and the transfer of operation methods of the private sector to the public sector. The model of public governance modernisation based on the intersectoral integration is considered to be one of the modern objectives to increase the effectiveness of public sector operation and create new opportunities of modelling the state government [Guzman, Sierra 2011: 1-32].

The complexity of social and economic development predicated on the ideology of innovation requires the structures of state government of all levels to better understand the context of governance systems, i.e., their place and role in the environment of the contemporary financial-economic crisis, to look for and implement the methods of drafting and realising innovative solutions for public policy which would ensure legitimacy of national strategic objectives and preferences of priority directions, and transparency of governance processes as well as to foster responsibility of administrators, politicians and institutions

of various types – political, judicial and administrative, to develop the intersectoral integration, and install new innovative models of different public governance spheres in the organisational policy [Klijn et al. 2009: 252-254].

The operation of innovations in public governance can be twofold. First, the government plays a very important role in creating conditions for the prosperity of economy based on knowledge and innovations. On the other hand, innovative economy may be developed in a complex manner only in a state in which public sector is innovative and capable of accepting social challenges, meeting the ever-growing public expectations and ensuring that central organisational structures improve functionally [Bekkers et al. 2011: 4-5]

The component of the structure of innovation process management reckoned to be notably important is the search for creative management, i.e., new organisational behaviour, new motivators, innovative forms, methods and instruments of public governance democratisation. In the structure of contemporary (new) public governance, administrative (managerial) creativity is seen as the ability to identify feasible potential innovations or as a perception that nowadays it is not enough to “work and function well” because it is necessary to act “differently”, i.e., innovatively, to refer to innovative determinants of investment management, strategic activity positioning, knowledge creation and management, elimination of organisational routine as well as those of management of performance processes and other innovation activities [Isaksen, Tidd 2006: 53-55]

To improve effective realisation of governance forms so that to achieve innovative management, further incremental evolution of the classical principle provisions of governance which is characteristic of modern indicators of comprehension of vertical and horizontal management, combination of governance decentralisation and centralisation processes in pursuance of optimal opportunities for stabilising the conditions of operation of central and local government institutions in the field of use of financial, human and technological resources, is required [Pollitt, Bouckaert 2003: 50].

## **Conclusions**

1. The modernisation of public governance in the context of global processes is seen as the totality of processes requiring the researchers to be profoundly prepared with regard to theory and methodology, to have skills in determining the structure, assumptions and complex nature of modernisation processes, as well as to identify factors affecting the goals and objectives of managers and personnel of organisational structures and to have acquired the competencies to foresee the strategic prospects of the development of modernisation. Therefore, the theoreticians of public governance confront with a wide variety of problems in specifying the constituents of the structure of contents of governance modernisation (as the subjective impact of theory and practice of public sector in seeking new qualitative parameters of governance) substantiated by the renovation of complexity of government and new methodological instrumentations of research.

2. In the analysis of opportunities for theoretic modelling of mechanisms of public governance modernisation, modern general theoretical paradigms and constructs of change management such as linear, cyclic models and systematic-procedural opportunities for research approach become especially important fundamental elements in research methodologies. When structuring the systematic components of modernisation mechanisms, it is important to emphasise the significance of changes in organisational culture used as a

definition of considerably extensive parameters, as well as the meaning of political power, governance democratisation, standards of organisational conduct and regulations of ethics in establishing the directions for organisational activities and governance modernisation, in improving the methods and procedures of modernisation in the fields of organisation development, drafting of solutions and refinement of management of all-type resources.

3. The structural analysis of modernisation of public governance leads to the statement that at the turn of the 21<sup>st</sup> century, the significance of innovation technologies, innovative ideas and innovative practices as a complex phenomenon of strategic goals and objectives, factors and processes, methods and models, have become a notably important factor in the development of performance processes of public sector. Trajectories of innovative activities are aimed at preparing organisations for the improvement of innovation process management, expansion of the place and role of innovation processes in all senses of modernisation. Therefore, in the theory of public governance, the cultivation of innovations and the development of innovative practices are defined as the main indicators of public governance processes permitting the improvement of changes in organisational performance control, quality and effectiveness.

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