

STATE AND MODERNISATION OF PUBLIC ADMINISTRATION IN GERMANY

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INTISARI

Setiap negara pada saat ini dihadapkan pada tantangan yang sama yaitu perlunya melakukan modernisasi sistem administrasi. Dalam perkembangan, kesamaan tantangan yang dihadapi tersebut menimbulkan trend dalam melakukan modernisasi sistem administrasi, yaitu dengan meniru model perubahan yang dilakukan oleh negara yang dianggap berhasil. Namun demikian yang patut menjadi pemikiran adalah proses dalam melakukan perubahan tidaklah mungkin sama di setiap negara, karena hal tersebut sangat tergantung dengan karakteristik masing-masing negara.

Sebagai negara sosialis, di Jerman modernisasi administrasi diletakkan sebagai proses budaya administrasi yang dibentuk dengan tradisi. Model tersebut menitikberatkan pada perubahan dalam pola hubungan antara masyarakat dengan negara, dimana tidak semua hal diurus negara, namun pada hal tertentu terdapat kebebasan bagi rakyat untuk mengurusnya sendiri. Karakteristik dari model tersebut adalah dengan dilakukannya rasionalisasi ke dalam dan privatisasi dan pengaturan keluar. Rasionalisasi ke dalam, yaitu menciptakan model organisasi publik yang lebih independen dan tidak terikat dengan hirarki, yang selama ini menjadi kendala. 1.) Mengkaji Struktur yang lebih fleksibel dalam menyesuaikan dengan perkembangan dan menempatkan personel-personel yang memiliki kapabilitas. 2.) Privatisasi dan pengaturan ke luar dilakukan dengan mengurangi peran negara dalam berbagai hal yang bisa dikelola masyarakat. Dengan model tersebut pemerintah lebih terlihat sebagai manajer.

Namun berbeda dengan Anglo-American dengan "new public management" and "reinventing government"-nya, yang menekankan pada hubungan antar pelaku; model modernisasi di Jerman lebih mengutamakan pelaksanaan tugas yang sudah ditetapkan, dengan terpenubinya kebutuhan masyarakat.

Kata kunci: reformasi, modernisasi, administrasi publik,

INTRODUCTION

In many ways the public services of the big industrial states face similar challenges. With declining public budgetary means, increasing competition with the private sector and the general demand for more efficient management, they are also under growing pressure for higher

productivity and progressive modernisation. Specific examples in this context, which can be seen in many states, are the public service reform and the reforms of the pension systems or such of employment relations as well as the trends towards greater flexibility. However, despite similar challenges and comparable

trends, the reform processes underway in most states are in no way identical. On the contrary, they are influenced by diversity and specific national characteristics. This, sometimes different, reaction to similar processes makes it of course even more interesting to compare the experiences, especially highlighting some of the main trends in the area of national public services in Germany, the EU Member States and USA, to compare different reform models with each other, and to discuss advantages and disadvantages from which a learning experience can be drawn. The aim of my contribution is to give some impressions about the German concept of modernising the public administration and the civil service in midst the European Union.

MODERNISATION OF STATE AND ADMINISTRATION IN GERMANY

1. Reform Requirements of the State Sector

In Germany there is today no doubt about the necessity to modernise state and administration. The welfare state has been overburdened beyond capacity. Denoting this is not only the immense influx of individual laws. Furthermore alarming is the proportion of the entire expense of

the state in the gross domestic product. The period between 1960 and 1980 is shaped by an unprecedented and active expenditure policy of the western industrial nations including Germany. The question that arises today is whether the growth of the state during the past 35 years has indeed led to a considerable increase of social welfare. In any case, in Germany the general awareness is prevalent today that in view of the increasing worldwide economical competition, neither the public production of goods and services nor the social safety net can any longer be financed to the present extent. The welfare state is in this way pressurised into modernising.

Admittedly there are further developments demanding the reform of the public sector. Up to now the powerful responsibility of state and administration has suppressed the citizen's individual responsibility and development of freedom. And it is also for this reason that the state in Germany is subject to the "imperative of change". Accordingly an emphatic attempt has been made over the past few years to link up to the widespread international trend of "economising" the public sector.

2. Model of Modernisation

Meanwhile efforts have continued to adjust state and administration to

the changing national understanding and the changing responsibilities of state and administration. Necessary strategies for this are the relinquishment of responsibilities and a reasonable share of responsibilities within the Federal Government between the federation, states and municipalities and also for the state sector to concentrate on irrefutable responsibilities, which would mean the transition from a producing to a safeguarding state.

It is true though that the model of modernisation is no longer like some time ago confined to the mere downscaling of hierarchies in the sense of a "slimmed-down state". On the contrary: the tendency associated with the change of values in the western societies to increased individualisation and willingness to take on self-responsibility for one's own individual development has to be taken into consideration. The model of the "activating state" thus opens up a forward-looking perspective. Its implementation is shaped by four key objectives that presuppose a high degree of flexibility and willingness for reform amongst the administration of the state and its employees, the citizens as well as the social groups. This involves on one hand a new allocation of responsibility between state and society: admittedly, the commitment of the former remains, namely to

protect freedom and security as core areas of its sole responsibility (i.e. interior security, legal protection, financial administration). But there are vast areas amongst the responsibilities so far understood as being public that do not necessarily have to be carried out by the instruments of state themselves. Instead it is up to the state to support appropriate potentials of self-control within society and to provide the necessary room for manoeuvre. This also requires persons involved, be they of the state, partly of the state or private individuals, to work together to achieve certain targets.

This requires a **partnership of responsibilities** of the citizens. In an activating state these are equal partners in fulfilling their responsibilities. As a consequence of this, today mainly the involvement of the citizen is being reinforced and the transparency of administration is being improved. In this process the benefits of the "electronic government" are increasingly being used. In future information technology will form the basis to inform and communicate with the citizens.

An essential element of German sovereignty is the federal structure of state and administration. Accordingly the government levels and the municipal self-government have to cooperate more strongly. Partnership of

responsibilities and duties will, therefore, again become a stronger component of the federal principle. It has to be taken into account that Germany is a member-state of the European Union (EU) and thus carries a relevant responsibility within the international state community. But in this respect the following applies: The municipal administrative level has to follow the principle of subsidiarity, to keep intact room for manoeuvre on every level and first and foremost to strengthen the lower administration level in its self-responsibility.

With this the fourth key objective of modernising state and administration in Germany is made the focus of attention. It is about the renewal of administrative interior structures. Public administration has to become more efficient on all levels. Additionally in Germany the **internal rationalisation** of the public sector in the sense of effectiveness and efficiency becomes more significant. At present the structure of administration is being reviewed in respect of whether unnecessary hierarchies or bureaucracies should be abolished. This seems to be possible by means of competition and comparison of performance. Orientating toward "best solutions" makes it possible to optimise business processes and thus creates able structures for the future. This

obviously can only be achieved if the efficiency of utilising personnel and means are improved considerably. In Germany, therefore, the reform of the public service is considered the most important task.

3. Concept of Modernisation

Regional differences need to be taken into consideration when trying to find answers to all the problems arising. For example: the Anglo-American concepts of modernising public administration, like the "New Public Management", "Reinventing Government" and others, have become influential, but they do not seem to have gone beyond plain reduction policies ("Cost Cutting", "Down Sizing"). In the Middle- and Eastern European states, however, it is in contrast all about firstly establishing a functioning democratic and decentralised state administration and furthermore making accessible to the public employees principles of political neutrality and a responsibility promoting the rule of law. Different again is the situation in South Asia. Here it could be possible to increase economical efficiency by means of deregulation and reduction of the public service and, therefore, improve the situation of the financial policy and reduce corruption.

In view of this, the conviction in Germany is that modernising state and

administration is an administrative-cultural process shaped by tradition, requiring the development of an inherent concept of modernisation. The characteristics of this process are the strategy of rationalisation inwards and privatisation and deregulation outwards. Accordingly, a distinction can be made between the modernisation of the state as a change in the relationship between citizen and state on one hand; on the other hand there is modernisation in a narrower sense which mainly deals with the domestic structures of the German administrative system and intends to include entrepreneurial patterns into public administration. This forms the basis of the so-called **"new control model"** which is first and foremost in use in the administrations of municipalities and towns. This model and concept is based on the idea that administration is being changed according to the model of Concerns acting in the private sector and that the administrative action is subject to a market-similar concept. In this transition from bureaucracy to entrepreneurial management the citizen faces these "Concerns" as the "customer". This is the reason why local government is being modernised into a service enterprise. The underlying orientation toward the customer and quality is being promoted organisationally by creating

decentralised institutions of efficiency and responsibility. The control of these administrative centres that have to produce efficiency on a set budget, is achieved with the aid of the judicial system and controlling. It reflects those pieces of information that are determined by means of calculating costs in relation to productivity.

The aim of this presently occurring rationalisation and the simultaneous introduction of entrepreneurial management techniques is to increase the economical viability of public administration on one hand ("more efficiency"); on the other hand it is hoped that the quality of public administration activities is increased according to the expectations of the citizens. The consequence for the employees in the public sector is that target- and performance-agreements are drawn up. Such a contract management wants to set guidelines or targets and with these formulate the targets to be achieved by the administrative activities and thus ensure their quality. Target agreements and benchmarking are also introduced between individual authorities as well as efficient administrative centres in order to introduce competition-like structures within public administration. After all, the aspiration is the strict functional separation of politics and

administration on all levels: The first one is merely meant to be responsible for the strategic targets, in other words the "what" of the perception of responsibility, whereas the administration is responsible for the operative part of fulfilling responsibilities, in other words the "how".

4. Processes of Rationalisation

a. Internal Administrative Successes of Rationalisation

In this way, considerable rationalisation successes have been achieved. Post-bureaucratic forms of organisations and public service values become more significant; the transition from a bureaucratic performance model to a new decentralised administrative concept is recognisable. This way the efficiency and economical viability of German authorities has been increased. Their attention to service has been advanced.

In the areas of **organisation** one stage of development is the organisational achievement of independence of administrative bodies ("outsourcing") from the general public administrative body. Alongside is the institution of flat hierarchies and the transition to a public service management that stresses the individual responsibility of employees for a decentralised resources management.

The **process structures** have also changed to a large extent. Here the modernisation efforts concentrate initially on the duration and lengthiness of administrative processes, especially when it comes to constitutional approval. In reducing legal regulations, environmentally-, business- and structurally-related examinations are expedited. Instead, the investigating boards of examiners are now acting within set deadlines; after these have expired, interim approvals are in force. In addition, the administrative process is linked to a dialogue- and project-management. While the former tightens up communication processes between administration and citizens, the latter means the administrative responsibility to fulfil a defined task within a limited period of time. All in all, these process structures of public administration now make sure that a stronger business process aimed at getting a result prevails, while at the same time taking back the proceeding regulatory connection.

The outlined stages of development finally correspond to the changes in **personnel** structures of the public service. Generally speaking, what these are all about is to accomplish the work of the personnel in line with the above mentioned structural changes. Accordingly, suitable concepts of personnel

planning, mobility and development are needed. In other words: a specific human resources management is increasingly valued. It strives for:

- The gradual deepening of a service awareness
- The development of specific incentives to adopt decentralised responsibility
- The preparedness to increased mobility
- The introduction of a contract management.

In the centre of the latter are target agreements between the managers and their employees that state how certain results of work can be achieved constituting supportive measures in accordance with the individual development perspectives of the employees.

b. Reduction of the State Sector

The reconstruction of the state functions ("extreme rationalisation") has also moved forward considerably in relation to society and citizens. To mention just a few examples: the first is the reduction of state duties in the areas of the postal service and telecommunications. The required services are now being carried out as a private-sector activity by companies (=Deutsche Telecom) that emerged from the special capital_funds of the German Federal Postal Services and by

other private providers. It obviously has to be noted that in the transition from a state business to the free-market-economy, competition is being created and promoted. This responsibility is still being considered as a governmental duty; as a result an appropriate regulatory authority has been set up.

Numerous preventive measures have been transferred to the private sector in order to safeguard technical, social and public "security". In the area of "interior security" for example, the Federal Government and the States in Germany have given authority to let the private security service providers participate to a far greater extent than previously in guard and protection duties. The security business, therefore, is considered as the future body to maintain the preventive fight against crime and defend against public order offences.

Another example for reducing the state sector is the appointment of self-responsibility of economical enterprises for the protection of the environment that has been introduced in recent years. In this connection, the participation of groups of society is promoted in trying to accomplish the concepts and enforcement of objectives of the ecological policy. For example: the economical law of the ecological cycle and waste disposal which came into force in 1996 grants

the producers and owners of waste the possibility to perform the duties of waste disposal as their own responsibility. The formerly predominant public waste disposal, therefore, becomes a "waste economy".

Finally it should be pointed out that the social welfare law in Germany is competition-orientated. Here the shift of state responsibility toward private initiatives during the course of the past few years is also comprehensible. A clear example for this is the legal health insurance, which has institutionalised a competition for members and their contributions. This does not, however, constitute a general "privatisation" of the social law of health insurance. But the legal health insurance considers itself to be introduced as the supplier and the one that makes demands on the markets of health services. The new direction being set is the fusing of private- and health insurance.

5. The "New" German Administration

The outlines of a "new" German administration begin to appear before this background, in which effectiveness and efficiency have gained a far higher standing than previously. At present the independent image of the **administration manager** emerges in

Germany. He forms the opposite to the "organisational ruler" of traditional bureaucracies who has acted according to the ideal type created by **Max Weber**. Today in contrast, the post-bureaucratic administration has come to the fore.

Post-bureaucratic forms of organisations exist amongst others in the preferred development of project management and teamwork within the up to now hierarchical structures of the ministerial- and local administration. Furthermore, the previously substantial administrative bodies have been reduced on all administrative levels and have been decentralised in a new manner. In this way the main objective of modernisation, which is the "orientation toward the citizen" within public administration and at the same time making a connection with the citizens' commitment, is implemented. The transformation of governmental and local administrative institutions into independent civil-law societies, furthermore, holds a large proportion of the changes in public administration. This applies to postal operations, to the entire telecommunications sector, the railway and also, but mainly on a local level, to the hospitals and also previous economical enterprises of the municipalities. Even the German Federal Armed Forces have hived off

from a civil-law society for procuring military equipment.

6. Provisional Appraisal

Altogether far-reaching changes of the decision-making processes in public administration, its organisational structures, the administrative procedures and its personnel structure can be noted. Accompanied by this is the often budget-controlled production of services. Even the audit offices have been included into this change. They change from "courts" to "auditing organisations".

A second line of development is made clear by the now widespread use of information technology and the transition to using this in constituting "data warehouses". With this, a new level of information is achieved for decision-making and communication amongst the authorities and also with the citizens. As a consequence, all this shows a dramatic change of the structural condition of public administration: "The whole machinery is changing". Nevertheless, the key question remains: What are the results of these changes? Is it merely about a rhetorical disguise of customary promises of reform? How are the results of the change to be characterised? In my perception the best way to achieve this is by stressing the four key objectives of the changing process again:

- The previous efforts in Germany show that it is not only about saving money, but that a better "performance" of the administrative activity is prominent.
- If you look at the **process of changes**, a conflict seems to emerge between clientele- and customer-orientated modernisation and performance improvements on the part of administration. The crucial question is whether the citizens' expectations of quality have been met by the increase of "performance". Has the trust of the individual in the efficiency of public actions been strengthened by this?
- Until now an on-going change of administrative structures can be noticed in Germany. However, the unsolved question is at present, whether it really is about a change of **administrative structures** in Germany. That, nevertheless, requires wide awareness of those responsible that such a cultural dimension of public administration does in deed exist.
- Finally, the question arises whether such a **market model** of public administration has been created or whether merely a constellation similar to that of a free market exists from which modernisation

in its entirety takes off. The decision for a market model would formulate the judgement of the expected results of the reform efforts differently. It can now be said that at least new types of information have been gained, for example from the benchmarking via specific agencies.

STRUCTURAL CONDITIONS AND LIMITATIONS OF THE DEBATE ABOUT MODERNISATION

Beyond these research tasks, imminent structural conditions and limitations must not be overlooked. Moreover, the specific conditions by which reforms of state and administration are integrated, have to be considered.

1. Rationality Connections of the Modernisation Process

a. Germany as a Social Constitutional State

The following belong to these in Germany: the responsibility for a **social state founded on the rule of law in accordance with the constitution, the historically grown administration culture and the development process in Europe.** Even the latter integrates Germany as a member-state of the EU into the process of Europeanization of state and administration.

The point of reference in any governmental and administrative modernisation process in Germany remains the democratic constitutional state which makes all governmental actions dependent on the principle of social justice, equality, transparency, freedom of the arbitrary use of power and corruption as well as the neutrality of state administration. It controls the task as a whole of public administration within the context of separation of powers as far as laws are concerned. The administration itself is subject to the principles of action of legality, expediency, economical viability and orientation toward the public or common good of the administrative actions. In all of this, the principle of legality forms the constitutional basis and guideline for all administrative actions.

Obviously the task of action of public administration goes of course beyond that. Public action is subject to a multitude of further and also different tasks, which is why there is an on-going dispute amongst German authorities concerning the aims, results and consequences (risks) of administrative actions. This mainly applies to complex service responsibilities. The art of public administration lies in balancing the conflicts that result from the simultaneous use of varied responsibilities.

Due to and in view of the complexity of the related problem to optimise, the demand that administrative activity quite simply requires organisational-institutional simplification in accordance with an appropriately circumstantial increase of the process, has to be repudiated in the present debate about modernisation. It is because of the system of processes that it is possible to balance the underlying conflicts of the variety of targets and the openness of administrative actions.

b. The Peculiar Nature of "Public" Administrations

The outlined "inner" legal connection separates quite apparently public administration and its activities from that of private-sector enterprises. Of significance is the rationality of each system: As far as public administration is concerned, the public or common good is given priority in carrying out the duties. Entrepreneurial service activities of public administration are, therefore, always a **management for the public or common good**. It is subject to the priority of the legal system. There is no chance to be permitted to opt out of the legal framework by changing over to management techniques. Therefore, there cannot be any success in controlling the public sector "just as well" as this could be achieved by a

private sector business. The control of the system by legal means for the public or common good cannot be replaced for public administration. However, this obviously does not rule out the approach to bring the above mentioned rationalisation processes within the context of modernising state and administration as closely together as possible to the economical criteria of rationalisation.

2. Limitations of the Concept of Modernisation

The limitations of the new control model in Germany are recognisable in this context. Fundamentally the question arises whether public administration is in the least structured as a Concern of the private sector. It is, furthermore, doubtful whether the citizen may (exclusively) be viewed as the customer in this relationship. This seems to be more than questionable, especially in areas of administrative intervention. Additionally the model of supply and demand is inappropriate in the area of public administration as far as matters of the public and common good are concerned. With the introduction of setting budgets and controlling, it has, furthermore, to be considered how to deal with the failure to comply with the budgets. The debate about modernising the social health insurance at present taking place in

Germany shows that in this respect the rationalisation of health services is looming. This phenomenon is also in the USA a known factor. In general, the questions of allocating responsibility in order to achieve targets and ensure quality are of great importance. Nevertheless, these questions do not change the fact that the new control model has to be considered as an innovative impulse for the modernisation of state and administration.

This applies regardless of having made the observation that already now and after only having made partial use of the tools connected with the control model inconsistencies appear in the administrative procedures. So the control model promises to reduce "red tape", but it increases by means of reporting and controlling to a great extent the bureaucratic processes in the decentralised administrative units. The intention to increase "performance" is faced by the determination of administrations to save money and has in many places consequences for the attempted quality of services. This creates a conflict between politics and management in trying to achieve set targets. Furthermore, the application of the control model promises an increased administrative flexibility

which, however, is faced with the problem whether the citizens as "customers" of administration trust sufficiently in its efficiency. "Trust", however, is an indispensable public service value. Other inconsistencies are known, one of which being the conflict between specialisation of the agencies versus the costs of co-ordinating the activities; another one is the relationship between decentralisation and co-ordination and finally the task to inter-link the efficiency, increased by the autonomous responsibility of the administration managers, to corresponding responsibilities of the employees.

Finally the new control model in Germany can be classed as the tendency to steer public administration into a new direction. It is essential to minimise the public sector further in its historical continuity, to lead it to the rationalisation measures of free markets and to shape the modernisation process as a **work in progress** and to maintain it.

INTERNATIONALISATION OF THE MODERNISATION PROCESS

1. Modernisation of State and Administration in the EU Towards a Common European Model of Civil Services?

The reform of the state sector does not as in the sense described above proceed at the same speed in all EU states. They are hardly familiar with **German Federalism** that is essential for us. It is ultimately based on the idea of decentralisation of the modern state, in which the times of the classical centralised state are finally over, as the example of France shows.

The EU neighbours of Germany want to rather acquaint themselves with the concept of "regions", as the examples of France and Italy show. Regional peculiarities appear, moreover, in Europe in respect of the administrative development within the Middle- and East-European states. These have formerly shared the fate of the now East German Federal states, namely to have been subjugated as a socialist state to a unique rationality of governmental actions. In these European states, modernisation of state and administration requires for the time being initial steps, for example the setting up of self-government within the regions. Beyond this, the requirements of internationalising

public administrations shows, how, for example, they are connected with the foundation of the "World Trade Organisation (WTO)". They are concerned with the economical-, environmental- and patent administrations of the participating member-states.

The **Europeanization of administration** has a special standing within the context of the EU. Here it is mainly all about the administrations' co-operation during the emergence, decision-making, application and enforcement of European law on a national level. Joint challenges appear, especially in view of the national civil service. Dealing with these shows common trends, which are: on one hand to make the civil service more flexible and on the other hand to strengthen the ability to support the administrative units, responsible for European integration, in managing and co-ordinating the implementations of the objectives set in the Europe agreement and the partnership. Different options are in existence for this, naturally. Germany follows, also in this respect, its own strategy.

2. A Glance at the USA: The Principle of "Managerialism"

Already several years prior to modernisation in Germany, New Zealand, Australia, Great Britain and

the USA began to re-structure their respective state-and administration-machines. In the forefront of this was an understanding of a "new public management" that inspired not only privatisation and deregulation within the state sector, but also the process of internal rationalisation of public administrations. The Anglo-American modernisation model attempted by means of introducing market-similar structures to achieve a maximal result ("output") with a minimal use of means ("input"). The aim of the new public management was not to achieve a "lesser state", but a better "performance" of administration by changing the developing organisations and business processes making use of modern information technology. A corresponding "downsizing" was linked with this. Specifically important was, however, the introduction of a business-management thinking in public matters. Predominant are the principles of the "lean management" and the "total quality management".

The concept of the new public management in the USA was modified in the so-called "reinventing government". An attempt is associated with this model-variation to enable decentralised organisational units of public administration to obtain profits by careful management. Administrations are meant to act as **profit centres**.

3. The Difference in Systems: "Management for the Public and Common Good" versus "Managerialism"

The difference between the German control model and the Anglo-American control ideas lies in the connection of actions of public administrations on principal. In Germany the "rule of law" is essential on one hand: In public administration the performance of duties within a legally set context is predominant. The legal system takes precedence over "functional order". System control is achieved through its connection with the law in accordance with the public and common good. Administrative managerialism will also in future be **management for the public and common good**.

Matters are different in the Anglo-American concept of modernisation, where it is also about the internal rationalisation of the public sector in favour of increased effectiveness and efficiency. But, nevertheless, "entrepreneurial" management understanding remains predominant. This involves "creating a government that works better and costs less". This conception is traditionally closely inter-linked with the conviction "that the study of administration should start from the base of management rather than the foundation of law". One might consider this as being in

contrast with legality and managerialism, but I consider this as being incorrect. It is more crucial to look at the effects of such an understanding of "good governance". The cost of such a managerialism, alienating the ideal of the public and common good, are immense, as the example of the USA shows. It is also far too simple to make principles founded on the rule of law responsible for the deficiency of modernisation. It is precisely not about legality because the right of the modern, social and democratic state, founded on the rule of law, allows wide areas for effectiveness and efficiency with a specific direction. Rightly it seems to me, therefore, that in Germany the new control model is indebted to the motto of the **social administrative state**, that being not to grant any rights without responsibilities, but conversely to count on behaviour-forming powers of social institutions.

SUMMARY

All developed states in this World are faced with the problem to find ways to achieve an on-going modernisation of state and administration. Many partly follow modernisation concepts that are of Anglo-American origin. At the same time, however, the conviction gains increased attention that the

modernisation of state and administration concerns a process shaped by administrative culture and tradition. It is subject to respective national and regional distinctive features.

This also applies to Germany as a member-state of the EU. Here modernisation of state and administration develops in line with the new control model. Its concept shows a partial proximity to the modernisation ideas of the "new public management" and "reinventing government". It is also concerned with the external and internal rationalisation of the public sector in the sense of effectiveness and efficiency. The transition to an entrepreneurial management is also demanded in Germany, as well as an approach orientated toward the customer and finally the application of market-economy and competitive structures.

In Germany, however, the challenges of restructuring state and administration, which originate from being a member-state of the EU, are added. The internationalisation of German public administration requires above all the modernisation of the public service that is in line with its European neighbours.

Beside this, German governmental and administrative

modernisation is inter-linked with the state founded on the rule of law. The welfare state target of our community establishes above all the **social administrative state**. As a consequence, the principle of managerialism adopted by the Anglo-American modernisation concepts is opposed by the German fundamental idea of a state sector **management for the public and common good**.

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