

THE REPRESENTATIVES OF PUBLIC ADMINISTRATION AS THE ACTORS OF LOCAL DEVELOPMENT

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Abstract: The paper is oriented on the development problems and objectives of mayors in smallest municipalities in the categories up to 1000 inhabitants. In this type of settlement structure exist on one hand a great need of investment development but on the other hand economic resources are rather limited. The paper is based on detailed questionnaire which was done in two Czech districts in 1998. There were analyze the position of mayor in rural municipalities, their background and their objectives in local election in 1994 and before local election in 1998. The results identify similar main objectives of the mayor. They concentrate in particular on completing the construction of the network of technical infrastructure and consequently on the reconstruction and the repair of local thoroughfares.

Key words: public administration, mayor, local development, objectives of local representatives

After 1990, in connection with the re-establishment of democratic government in the country, there was, after 40 years, re-established also the municipal self-government. As a reaction to wrongly applied central system of settlement structure and at the same time as an expression of the strong will to control the local affairs independently without the interference of others, there began a great disintegration of municipalities. This disintegration concerned, above all, municipalities, which before the year 1990, belonged to the size category of 500 - 999 inhabitants. The disintegration caused massive increase in the number of municipalities belonging to the size categories with up to 200 and up to 500 inhabitants. In all of the new municipalities there were elected new boards of representatives as well as mayor, who started to control municipal affairs and regulate the entire development of municipalities. Particularly after the reforms of tax system, which took place in the chief points in 1993 and consequently in 1996, the total incomes of municipalities considerably changed. Thus, as a result of the changes in

municipal income budgets, the possibilities of investments in the municipalities changed as well. The decrease in volume of incomes occurred and still occurs particularly in the category of the smallest municipalities, which consequently reduces the conditions for investments. Nevertheless, the fact is that especially in the smallest municipalities, the situation in technical infrastructure was the worst and the need of investments was relatively the biggest.

It is possible to say that in the categories of smallest municipalities up to 1000 inhabitants, there is on one hand a great need of investment development but on the other hand, their economic resources are rather limited. New social and economic situation, the great number of new pieces of legislation and other regulations and the necessity to govern the municipality independently put heavy demands on municipality representatives. Therefore it is possible to suppose that in the size categories up to 1000 inhabitants the mayor of the municipalities and the boards of representatives will have not only economic but also common human problems how to cope with the current situation. The performance of public administration in small municipalities relies on mayor, in spite of the fact that the whole board of representatives should take part in it. Mayor's resources as well as his knowledge are decisive for the development of the municipality. Personality of the mayor is therefore crucial for the accomplishment of all the work in the municipality. That is why my further study concentrated first of all on the evaluation and the position of mayor in particular municipalities.

The evaluation of public administration representatives in the Czech Republic, including the estimation of their status and social position in the municipality, was in the past carried out mainly by sociologists. Particularly the studies by Vajdová (1997) are very important. She concentrated on the role and position of mayor of municipalities. Broader issues concerning the position of public administration representatives were studied for example by Illner (1997), who concentrated more on the overall evaluation of public administration and its organisation in the Czech Republic in comparison with other models of organisation of public administration. The position and the possibilities of development of small municipalities are studied by wider range of authors who are connected with the application of the village revitalisation program. Particularly B. Blažek (1999) dealt repeatedly in the whole range of publicism or other specialised articles with the application of the village program and with the possibilities of village development. The author puts emphasis especially on the participation of the public in the development of the concrete village or the country in general. Similar opinions are held by the former chairman of The Association for the Village Revitalisation, J. Kruml, who in his numerous projects or various public presentations stresses the participation of the public in municipality development. The tax yields of municipalities as well as the problems of financing of local governments in the Czech Republic are studied in particular by J. Blažek (1996). The whole range of authors regularly deals with the organisation of public administration, the position of municipalities in the system of public administration and the individual models of public administration in the countries of Western and Central Europe (Bennett, 1998). Legislative position of municipalities in connection with the reform of public administration is repeatedly highlighted by Vidláková (1998).

The research itself concerned the municipalities of Písek and Tábor districts. In both districts, the attention was paid only to the municipalities up to 2000 inhabitants. The research, which took place in the period before municipal election in 1998, was aimed at the identification of mayor of municipalities and their position. At the same time, it concentrated on the main development problems and programs of particular municipalities, which the individual mayor of municipalities wanted to push through. The research was based on questionnaire inquiry, which was sent to all municipalities with up to 2000 inhabitants in both examined districts.

The limit of 2000 inhabitants in the municipality was chosen as a commonly used limit for the specification of village municipalities in the Czech Republic. We suppose that in bigger municipalities there work more qualified and wider working groups of leading representatives constituted both from the elected representatives of municipalities and the staff of municipal corporations.

Table 1 Size structure of the municipalities in the districts of Tábor and Písek

Size category	Number of municipalities	Average number of inhabitants
-199	86	117
200-499	61	310
500-999	19	704
1000-1999	10	1 462
2000+	11	10 623
Total	187	

Source: Lexicon of municipalities, 1998

As we can see in Tab. 1, altogether 176 mayors in the size category up to 2000 inhabitants were addressed. 97 mayors sent their answers, it means the returnability of the questionnaires reached 55 %. The division of answers, regarding the detailed size categories of municipalities, is demonstrated in Tab. 2. Acquired answers from individual mayor of municipalities are shared out equally into the particular size categories. In neither of the designated size categories, the proportion of answers decreased under 40 % of the overall number of municipalities in each category. However, with respect to the low absolute number of answers in the size categories of 500-699 inhabitants and 700-999 inhabitants the two categories were in further evaluation put together.

As we can see from Tab. 2, the examined set of municipalities and thus also the answers of individual mayor of municipalities are representative and enable to base on them further analysis of mayor's positions. The number of settlements in the particular municipalities demonstrates the disintegrated settlement structure and thus the necessity to maintain the regional development not only in the municipalities with municipal corporations. Especially in the territorially separated local parts there exist none or only very limited development preconditions. In the particular local parts there live only a small number of inhabitants and thus the maintenance of at least the basic services such

as public bus transport and the minimal standard of technical infrastructure (public illumination, collection of communal waste) or the care of public grounds represent important problems for those municipalities. The number of local parts in all municipalities up to 2000 inhabitants in the examined districts of Písek and Tábor is demonstrated in Tab. 3.

Table 2 The structure of municipalities and answers with regard to the size categories of municipalities

Size categories	Reality		Questionnaires		Answers by size cat.
	abs.	in %	abs.	in %	in %
do 200	86	48,86	40	41,24	46,51
200-299	32	18,18	23	23,71	71,88
300-499	29	16,48	15	15,46	51,72
500-699	10	5,68	4	4,12	40
700-999	9	5,11	7	7,22	77,78
1000+	10	5,68	8	8,25	80
Total	176	100	97	100	55,11

Source: own calculation

Table 3 The number of local parts with regard to the size categories

Size categories	Number of LP	Avg. number of LP
Do 199	138	1,6
200- 299	76	2,38
300-499	98	3,38
500-999	105	5,53
1000-1999	100	10
Do 2000	517	2,94

legend: LP - local part

Source: Lexicon of municipalities, 1998

As we can see in Tab. 3., the number of local parts increases in dependence on the size of the municipality. The greatest number of local parts can be found in the municipalities of Jistebnice (27), Kovářov (17), Chyšky (20) and Nadějkov (18).

Table 4 The number of local parts with regard to the size categories in the examined set of municipalities

Size category	Number of local parts						total number
	1	2	3	4	5	6 and more	
up to 200	23	6	7	2	1	1	40
200-299	8	6	4	2	1	2	23
300-499	1	3	7	2	0	2	15
500-999	1	1	3	1	1	4	11
1000-1999	0	1	2	0	0	5	8
Total number	33	17	23	7	3	14	97

Source: own calculation

As we can see from the examined set, the greatest number of municipalities has up to 3 local parts. While the smallest municipalities have, as a rule, only one local part, bigger municipalities, with 300 - 499 inhabitants have greater number of local parts. What surprises is the small number of municipalities with 4 or 5 local parts. On the contrary, the great number of big municipalities has more than 6 local parts. As an outstanding case, we can regard the municipality which has as a whole less than 200 inhabitants but which consists of 6 or more local parts. The analysis of municipality sizes as well as the number of local parts relates to the area of central-south-Bohemian borderland where, as a result of historical conditions, developed a very dense network of small municipalities, which is commonly called, not only for this reason, inner periphery (Perlin, 1998).

Further arrangement of questions concerned above all the individual mayor of municipalities and their background.

Table 5 The professional background of mayor of municipalities till 1989

Size category	Profession before 1989								total number
	agriculture	workman	technician	services, trade	public administration	retirement	student	empty	
do 200	17	4	11	5	1	1	0	0	39
200-299	8	3	6	1	1	0	4	0	23
300-499	6	2	4	0	3	0	0	0	15
500-999	4	2	3	0	1	0	1	0	11
1000-1999	3	1	2	0	1	0	1	0	8
Total number	38	12	26	6	7	1	6	0	96

Source: own calculation

The largest number of mayor from the examined group has the professional background, and therefore also the range of knowledge rooted in agriculture, or in worker's employment. High number of former technicians, or leading workers in the group of mayor also represents a very important fact. It is possible to suppose that especially the mayor who had in the past some experience with leading or independent work have the possibility to apply their experience in the new positions of mayor and have better qualifications for successful management of municipalities. It is surprising that in the group of mayor there do not occur in high number mayor with experience in public administration in the period of "National Committees" and only very low number of mayor have their roots in the tertiary sphere (trade, services, educational system, research). From this point of view, there are no apparent differences among the size categories.

Further question dealing with the professional background of mayor concentrated on their highest achieved education.

The majority of mayors from the examined set of municipalities have higher than primary education. When compared with the professional background before 1989, it surprises that the majority of mayors have complete secondary education or apprentice school. Only 12 mayor have university education. It is remarkable that there are only 4

mayors with primary education, who perform their functions in the smallest municipalities. On the basis of declared education we can suppose that the majority of mayors have good qualifications for their function. Secondary or university education of more than 50 % of the mayor enables them to be well oriented in their functions. University and secondary educated mayors are shared out equally among the size categories.

Table 6 The highest complete education

Size category	Education				Total number
	Primary	Apprentice school	Secondary	University	
up to 200	1	22	14	3	40
200-299	3	8	9	3	23
300-499	0	6	8	1	15
500-999	0	2	4	5	11
1000-1999	0	1	7	0	8
Total number	4	39	42	12	97

Source: own calculation

The quality of the work which mayor performs depends on the amount of time they are able to devote to it. Principally we can differentiate three types of mayor (Perlin 1998 b).

1. The mayor is released for the work of a chairman and thus he performs the function as his job.
2. The mayor is not released for the work of a chairman and thus performs his function in his free time after the regular job.
3. The mayor performs his function as a pensioner.

We can suppose that the released mayor (1) has greater possibility and more time to solve not only working affairs of the municipality but also to prepare some development projects. Such mayor has the possibility to get acquainted with various development programs, appropriation titles or he can participate in numerous discussions, committees or other associations aimed at the development of the country. Unreleased mayor (2) has, as a rule, smaller possibilities to maintain the regional development as well as investments in the municipality and to get acquainted with various development programs. Because of time, he can maintain only basic working affairs of the municipality. The mayor - pensioner (3) can have, considering his age, lower capability, strength and enthusiasm to get acquainted with the new development programs and has only limited possibilities for the maintenance of the complex development in the municipality. Of course, it is possible to find individual differences among the mayors.

Considering the fact that the released mayor performs his function for the remuneration which is paid from municipal budget, the majority of released mayor is particularly from bigger municipalities, where the function requires daily presence in an office. In spite of that in the municipalities up to 500 inhabitants, there appeared 4

unreleased mayor. In the examined area the proportion of mayor - pensioners is only 11 %. One mayor did not answer the question.

Table 7 The status of the mayor

Size category	Occupation status			
	Released	Unreleased	Pensioner	Total number
Up to 200	1	32	6	39
200-299	6	14	3	23
300-499	10	4	1	15
500-999	11	0	0	11
1000-1999	7	0	1	8
Total number	35	50	11	96

Source: own calculation

It is possible to maintain the development of the municipality only in long-term horizon. Therefore, it is important for the successful mayor to perform his function in long-term horizon for more election periods. Frequent replacements of mayor in the course of election period points particularly at the low stability and thus also the small possibility to maintain the municipality development.

Table 8 Incumbency of the mayor

Size category	Elected for the first time				Total number
	Before 89	In 1990	in1994	in another year	
up to 200	0	14	15	11	40
200-299	1	11	8	3	23
300-499	3	5	3	3	14
500-999	2	4	2	3	11
1000-1999	1	2	5	0	8
Total number	7	36	33	20	96

Source: own calculation

It is surprising that in 1998 seven former mayors of "Local National Committees" still performed their functions in the municipalities. More than 1/3 of the mayors have been performing their functions since 1990 and only 1/3 of the mayors have been performing their functions since 1994 as their first election period. It is a surprising result that there are 20 mayors who were elected in extraordinary election out of regular term of municipal election. It testifies that the former regular chairman for whatever reason abdicated his function and the representatives had to look for a new main representative of the municipality. From 20 new mayors 11 were newly elected in the smallest municipalities up to 200 inhabitants. It is possible to interpret this outcome as a result of disillusion from the impossibility to realise the expected aims with which the mayor entered the election. Only in 8 cases, the mayor specified the year of their election. 5 of them were elected till 1994, others in the second municipal election

period. Paradoxically, one of the mayors was elected in 1998 but in the extraordinary election. The length of the election period is connected with the will of mayor to continue to perform their function. It is possible to suppose that the chairman who performs his function in the second and further election period is already well acquainted with the mechanisms and activities of the public administration, does not have to learn its rules and can devote more time to the development of his municipality.

Table 9 Candidature of mayor in the municipality election in 1998

Size category	Candidature in 1998			
	Yes, independent	Yes, for political party	No	Total number
Up to 200	32	6	2	40
200-299	16	5	2	23
300-499	5	6	4	15
500-999	10	0	1	11
1000-1999	3	4	1	8
Total number	66	21	10	97

Source: own calculation

From altogether 97 mayors only 10 do not have an interest to continue their work after election. High inertia in the functions is connected with the whole range of social factors. First, in the municipalities with the small number of inhabitants it is very difficult to look for alternative leaders - authorities willing to take up the function of the chairman or at all work in the board of representatives. The lack of leaders is, apart from other reasons, an outcome of the limited financial remuneration for the function of a chairman paid from the municipality means. This limitation of the financial sum and at the same time the lack of other candidates for the function of a chairman in many cases make the mayor continue their work, often during the retirement or simultaneously with their regular job. The reason for the continuation in the function of a chairman is very often the statement "there is nobody else for the function" or alternatively "if I did not do it, the municipality would come to nothing!"

As a very important item, we consider the evaluation of the mayor's own motives which led them to the candidature in the preceding election periods. For this evaluation, we used open questions. The mayors were asked to define three main points of their election program, three objectives with which they entered the election in 1994.

The mayor presented the whole range of different objectives, ranging from very pragmatic ones as for example the construction of sewerage or reconstruction of the municipal corporation building to the objectives like "nobody else wanted to do it". Altogether 26 specific objectives were identified. Individual reasons for the acceptance of the function of a mayor were included into the last general objective described as other.

It was very surprising that 67 mayors, that are almost 2/3 of respondents, presented at least one objective with which they began to perform their function. 58 mayors presented two objectives in succession and 54 mayors presented all the three objectives.

This shows that the majority of mayors started to perform their functions with relatively clear reasons.

15 mayors presented as their first objective the construction of water-supply system in the municipality. The second most frequent objective, presented by 7 mayors, was the renovation and maintenance of the local thoroughfares. 5 mayors stated as their first objective the maintenance or organisation of local self-government. It is remarkable that none of the mayors presented the construction of sewerage, apparently because the examined municipalities do not have the water-supply system.

As the second objective in succession, the mayors most frequently presented again the renovation of local thoroughfares (17 mayors). After it followed the renovation and maintenance of municipal property, including the problems of property settlement. Other objectives appeared four times as a maximum.

As the third objective, the mayors most frequently presented again the renovation of local thoroughfares. Other objectives, third in succession, appeared equally and not more than three times.

For the overall evaluation, the particular aims were accumulated into similar or connected groups. They are shown regarding the size categories in Tab. 10.

Accumulated objectives were evaluated as following: the first objective was evaluated at 1 point, the second objective in succession was evaluated at 0,75 point and the third was evaluated at 0,5 point.

These "calculated" objectives formed three basic groups. The first main objective, considered as crucial for the development of municipalities, included the solution of technical infrastructure and the transport problems: the wants in the networks of technical infrastructure, particularly the problems of water-supply systems, gas distribution system and in a limited extent also the problems connected with the construction of sewerage, installation of a telephone system and boosting up the low voltage distribution. Also, the reconstruction or repairs of local thoroughfares are crucial for the mayors of the examined regions.

The second main objective of municipality development includes the problems connected with the maintenance of public grounds, the environment and also issues concerning the municipal property and the management of the municipality.

The third group of objectives includes the problems of repairs and reconstruction of municipal buildings (schools, municipal corporation buildings) and the government of the municipality. At this point, we can observe particularly the fear of losing the status of municipality and the consequent fear of suppressing the municipality development, which would happen if the municipality lost its independence.

The preceding question dealing with the objectives of mayors during the municipal election in 1994 is connected with two following questions. We asked not only about the objectives of the whole board of representatives in the period 1994 - 1998 but we also asked how they managed to fulfil the objectives. The question, which was aimed at the statement of objectives of boards of representatives in the period 1994 - 1998, was formulated also as an open question. We asked the mayors to give three answers according to the importance of the objectives.

Table 10 Accumulated objectives of mayor in the municipal election in 1994 with regard to the size categories

Size category	Infrastructure	Transport	Environment, public ground	Public buildings	Property	Municipal gov.	Flats	Woods	Monuments	Projects	NGO's	Others
up to 200	10	15	8	4	8	3	0	2	1	1	1	5
200-299	9	7	3	1	5	3	1	1	0	0	1	1
300-499	5	4	3	2	3	2	1	0	0	1	1	1
500-999	8	4	2	2	0	1	1	0	0	1	1	0
1000-1999	4	2	1	2	1	0	3	0	0	0	1	0
Total number	35	30	16	11	17	9	6	3	1	3	4	7

Source: own calculation

Table 11 Accumulated evaluated frequencies of the objectives of municipalities in the election period 1994 - 1998 with regard to the size categories of municipalities

Size category	Infrastructure	Transport	Environment, public grounds	Municipal buildings	Property	Municipal government	Flats
Up to 200	16	14,5	5,8	8	10,8	4	1,5
200-299	14	9,8	2,5	7,8	6,3	0	2,5
300-499	6	6,5	1,5	3	6,8	2	1
500-999	9,8	4,5	0,8	5	0	1	0
1000-1999	5	0,8	0,5	2,5	1	0	2,5
Total number	50,8	36	11	26,3	24,8	7	7,5
	Woods	Monuments	Projects	NGO's	Completing of work	Personal reasons	Other
Up to 200	3,5	4,8	0	2	1	0,5	1,8
200-299	0,5	0,5	1	1,8	0	0	0,5
300-499	0	0,8	0	1,3	0	0,5	0
500-999	0,8	0	0	1,8	0	0	0
1000-1999	0	0,5	0	0	0	0	0,8
Total number	4,8	6,5	1	6,8	1	1	3

Source: own calculation

When asking about the main objectives of the boards of representatives, we supposed them to be very similar to the objectives of the mayors during the candidature for the same election period. While the mayors presented altogether 182 objectives in 1994, the main objectives of the boards of representatives for the period 1994 - 1998 reached 245 objectives. Only in 70 cases there are stated the same priorities, that is the correspondence of 38 % from 182 theoretically possible corresponding objectives. It is possible to explain this difference particularly by the different understanding between the mayor's reasons for their candidature and the objectives of the boards of representatives. The reasons of the mayors are often very personal ("I want to help people, I want to draw the public administration nearer to the inhabitants, I want to get acquainted with interesting people, nobody wants to do this work") or very general and it is impossible to specify them ("more beautiful municipality, the appearance of the municipality grounds, development of the municipality"). The objectives of the boards of representatives during the election period are represented by concrete tasks, which must be done for the improvement of the situation of municipalities.

When evaluating the objectives of boards of representatives in the period 1994 - 1998, the individual respondents in 87 municipalities (89,7 %) identified at least one objective, in 85 municipalities (87,6 %), they presented two objectives and in 73 municipalities (75,3 %) all the three aims were presented in succession. It means that from the possible maximum number of objectives (answers of all municipalities - 97 3 291 objectives) the respondents stated altogether 84 % of all possible objectives.

The individual respondents stated altogether 25 various objectives for the work in the period 1994 - 1998. Individual aims were included into the last category Other objectives. The particular objectives were shared out according to the succession quite unequally. While in the first place they stated 20 objectives, in the second place the number of objectives decreased to 17 and in the third place there occurred greater dispersion of the objectives and the mayor identified altogether 24 different objectives.

The dominant objective included in the first place construction, reconstruction or repair of water-supply system and the maintenance of drinking water for the municipality. This objective was formulated by 20 municipalities. In the second place with regard to the frequency, we find the construction and repair of local thoroughfares (12 municipalities) and the objective solving the problems of settlement of local property (14 municipalities). Other objectives are shared out relatively equally and create a wide spectrum of the objectives maintaining the development of municipalities. The construction of technical infrastructure does not include the construction of sewerage and sewerage disposal plants (in the same way as it is absent in the objectives of mayor). In the municipalities, which do not have a water-supply system, the sewerage system and sewerage disposal plant is unnecessary.

The second objective consists in the first place in the repair and maintenance of local thoroughfares (chosen by 24 municipalities). 10 municipalities chose as their priority the repair and maintenance of urban facilities and 7 municipalities preferred the problem of liquidation of communal waste and the recultivation of tipping. The category "urban facilities in the municipality" includes very heterogeneous objectives as for

example completing the construction of shopping centre or the construction of a house with social service.

The third objective includes only one remarkable item: the repair and maintenance of thoroughfares. Other objectives were shared out very equally.

The entire evaluation of municipality objectives was carried out according to the same principle as the evaluation of objectives in the previous case (Tab. 10.) The dominant objective was evaluated at 1 point, the second objective was evaluated at 0,75 point and the third objective was evaluated at 0,5 point. The following table (Tab. 11.) presents evaluated frequencies of the priorities with regard to the accumulated priorities. The essential objective for municipalities in the period 1994 - 1998 was the construction and completion of the networks of technical infrastructure, particularly the construction of water-supply systems, and introduction of gas in the municipality. The renovation and maintenance of local thoroughfares can be regarded as the second main objective. This accumulated objective includes also the objective directed at the maintenance of public bus transport in municipalities, which is not, however, considered a specific aim. On other level we find the accumulated objectives "property" and "municipal buildings", which are both rather heterogeneous. The accumulated objective "property" includes not only particular objectives connected with the municipality management (balanced budget, solution of municipality debt) but also the objectives aimed at the development of economic activities in the municipalities or the evaluation of municipal property and property settlement. It is surprising that among the accumulated objectives of municipalities, there are not stressed objectives connected with the revival of social life, the usage and evaluation of municipal woods, conservation of monuments, maintenance of the public grounds and the environmental protection.

It is possible to observe the relative correspondence in the accumulated objectives of mayors in 1994 and the objectives of municipalities in the period 1994 - 1998. This evaluation results from percentual proportion of particular accumulated objectives to all objectives in the evaluation according to the Tab. 10 and Tab. 11.

In this type of evaluation, it is necessary to stress, first, the positive relative increase of the importance of objectives connected with the quality of environment in the municipality and the maintenance of the public grounds (increase by 5,8 points), and second, the decrease of interest in the management and maintenance of municipal buildings (decrease by 6,5 points). Other objectives declared as the objectives of mayors in 1994 and at the same time the objectives of boards of representatives in the election period 1994 - 1998 are shared out relatively equally.

The subjective statements concerning the successful or unsuccessful fulfilment of particular stated objectives were observed separately.

In evaluating the particular objectives the respondents - the mayors of municipalities were very optimistic. Altogether, they evaluated their objectives and thus their priorities before the election of 1994 as more or less fulfilled. On the basis of detailed knowledge of the examined area it is necessary to say that such evaluation to the certain extent suffers from the subjectivity typical for the evaluation of one's own work. According to the statements only 7 %, or as the case was 16 % of objectives were not

fulfilled, other objectives were either fulfilled completely or partly. Particularly the complete fulfilment of the objectives is doubtful because as a rule these objectives were financially demanding or needed a long term to be completed, and thus one election period was not sufficient for their fulfilment.

The intentions of mayors in the period before the municipal election in 1998 were evaluated in a similar way as the intentions of mayors in 1994 and the objectives of municipalities in the period of 1994 - 1998. The mayors who expressed the will to continue to perform their function were asked to define three essential reasons explaining this will. It is obvious from Tab. 9 that 87 from 97 mayors want to continue in their further work. Therefore, it is important to know the reasons, which lead them to candidate again. These reasons were evaluated as follows: the first reason was evaluated at 1 point, the second reason was evaluated at 0,75 point and the third reason was evaluated at 0,5 point.

Contrary to the reasons, which played an important role in the candidature in 1994 and in the objectives of boards of representatives in the period 1994 - 1998, the reasons for candidature in 1998 were often individual and underlined the necessity to preserve the status of independent municipality. These reasons were noticeable not only in the evaluation according to the particular priorities but also in the evaluation concerning the frequency of the accumulated reasons - objectives for individual mayor. The answers of the mayor contain a range of arguments: the prevailing answers stress the necessity to preserve the self-government in the municipality (no one else wants to candidate, I want to educate my successor, I want to continue in the trend begun), other answers reveal personal reasons (I enjoy the work, I like meeting people) and we can encounter also entirely odd reasons (I have 4 years to be retired, I meet Members of Parliament). The unambiguous answer in the category "completing the work" is dominant as well.

The answers pointing at the solution of concrete problems in the municipality did not appear among the answers very frequently. The most dominant among them were the answers having as reasons the constructions of technical infrastructure.

The differences between the answers concerning the reasons for candidature in 1998 and the reasons for election in 1994 are remarkable. It is possible to assume that these differences are caused in particular by relatively long time, which passed from the election in 1994. Thus, the work program of the boards of representatives got identified with the election program. It also explains the relatively high correspondence between the answers specifying the objectives of the mayors who were candidates in 1994 and the objectives of the representatives of municipalities in the period 1994-1998.

The analysis of the answers of individual mayor in the examined area proved some assumptions stated in the introduction of this article. First, it fully verified that in small village municipalities the decisive point for the maintenance of the municipality development is the role of a chairman. Boards of representatives and other organs of the municipality practically do not work. The chairman completed apprentice school or secondary school, before 1990, he worked in agriculture or as a technician or he led a small group of people. The mayor is absolutely apolitical and the themes of high politics do not concern the life of municipalities.

Table 12 The relative proportion of particular objectives (line = 100)

		Infrastructure	Transport	Environment, public grounds	Municipal buildings	Property	Municipal government	Flats
A	Intentions 94	27,1	19	5,9	14	13	3,7	4
B	Objectives 94-98	25,3	22	12	7,5	12	6,1	4,1
	Difference B - A	- 1,8	2,5	5,8	- 6,5	- 1,4	-2,4	0,1
		Woods	Monuments	Projects	NGO's	Completing of work	Personal reasons	Other
A	Intentions 94	2,54	3,5	0,5	3,6	0,5	0,5	1,6
B	Objectives 94-98	1,97	0,4	1,8	2,7			4,8
	Difference B - A	-0,6	-3,1	1,3	-0,9			3,2

Source: own calculation

Table 13 Subjective statements about the fulfilment of the particular objectives

Fulfilment objectives in 94-98	Fulfilled		Partly fulfilled		Did not fulfil		Total number	
	abs.	in %	abs.	in %	abs.	in %	abs.	in %
The first objective	61	73,5	16	19,3	6	7,2	83	100
The second objective	48	59,3	27	33,3	6	7,4	81	100
The third objective	33	45,2	28	38,4	12	16,4	73	100

Source: own calculation

Table 14 The accumulated evaluated frequencies of reasons for the candidature of mayor in 1998

Size category	Infrastructure	Transport	Environment, public grounds	Municipal buildings	Property	Municipal government	Flats
Up to 200	3	2,5	1,3	5	1,8	19,8	0,5
200-299	3	0,5	1,8	0	3,3	7,3	0
300-499	0,8	0	0	0	0,5	6	0
500-999	4,3	1,8	0,5	0	0	1,5	0,5
1000-1999	0	0	0	0,8	0	2,3	0
Total number	11	4,8	3,5	5,8	5,5	36,8	1
	Woods	Monuments	Projects	NGO's	Completing of work	Personal reasons	
Up to 200	1,3	0	1	2,3	11,3	5,5	
200-299	0	0	0	0	8,8	8,8	
300-499	0	0	0	0	5	7,5	
500-999	0	0	0	0	5,3	6,8	
1000-1999	0	0	0	0,5	7,3	4,5	
Total number	1,3	0	1	2,8	37,5	33	

Source: own calculation

The main objectives of the mayor and the board of representatives are similar (boards of representatives do not work). They both concentrate in particular on completing the construction of the network of technical infrastructure and consequently on the reconstruction and the repair of local thoroughfares. While the completing of water-supply systems is the objective with the highest priority, the reconstruction and the maintenance of thoroughfares are objectives chosen by the majority of municipalities. The objectives connected with the revival of social and cultural life and fulfilled in particular by the means of the village revitalisation program have not so far appeared among the important tasks of the mayor. Stating the reasons for further candidature the mayor stress, in a different form, following reasons: the continuation of the started work and the reason "there is no one else to do it". The combination of motives for the candidature in the municipal election in 1998 reveals the predominance of personal reasons.

The research held in the districts of Písek and Tábor on central-south border in the area of inner periphery has pointed at the specific problems of the Czech countryside. The answers characterise very well the position and motivation of the mayor in small municipalities up to 500 inhabitants which have scattered settlement structure and are relatively distant from dominant centres of settlement in the Czech Republic. It is not possible to accept these results mechanically for Moravian settlements and for the settlements in agricultural countryside.

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Resume

Představitelé veřejné správy jako aktéři lokálního rozvoje

Příspěvek je zaměřen na hodnocení postojů starostů a dalších představitelů venkovských obcí na příkladu souboru starostů z okresů Písek a Tábor. Celý text čerpá z hodnocení dotazníkové šetření, které bylo orientováno na zkoumání postojů a pozic starostů v malých obcích ve vymezeném regionu. V sledovaném regionu je charakteristická velmi rozdrobená sídelní struktura s velkým počtem malých sídel a s relativně vysokým počtem obcí, které nově vznikly nebo obnovily svoji samostatnost po roce 1990.

Výsledky práce prokázaly malou schopnost starostů obcí dlouhodobě plánovat rozvoj vesnice a důraz na řešení aktuálních nebo snadno uchopitelných problémů. Starostové jednotlivých obcí se jednoznačně orientují na řešení krátkodobých byt' poměrně rozsáhlých okruhů problémů, které jsou spojeny s opravou nebo budováním jednotlivých sítí technické infrastruktury s důrazem na zásobování pitnou vodou a řešení kanalizace v obci. Téměř ve stejné míře se starostové obcí zabývají opravami a rekonstrukcemi místních komunikací a dalšími opravami veřejného prostranství. Práce prokázala velký rozdíl mezi vnímáním dlouhodobých cílů práce, které jsou definovány zpravidla velmi obecně až šablonovitě, a mezi konkrétními kroky po nástupu do obce. Obec nebo jejich představitelé nejsou schopni formulovat jasně dlouhodobý cíl své práce nebo dlouhodobé cíle rozvoje obce.

V obci je rozhodujícím aktérem pouze starosta nebo velmi omezená skupina dalších zastupitelů v obci. Širší skupina zastupitelů nebo dalších osob, které by společně se starostou obec řešily aktuální i dlouhodobé problémy v jednotlivých vesnicích prakticky neexistuje.

Starosta sám má odlišné možnosti pro zajišťování rozvoje obce podle toho, zda je uvolněn pro tuto funkci, či zda tuto funkci vykonává při svém běžném zaměstnání. Poměrně početnou skupinou starostů tvoří penzisté.

Výzkum prokázal, že relativně velká skupina starostů pokračuje ve své práci po více volebních obdobích i když však na druhou stranu často dochází k výměně ve funkci v průběhu volebního období. Velmi častým motivem pro práci je však tvrzení "nikdo to nechce dělat", nebo "když to nebudu dělat, zanikne obec".

V malých venkovských obcích se neprojevují žádné ohlasy politických sporů celostátní politiky, většina starostů není spojena s politickými stranami.

Výzkum identifikoval poměrně dobrou schopnost starostů zabývat se každodenními problémy rozvoje obce a malou schopností řešit dlouhodobou strategii rozvoje obce nebo celého mikroregionu.