Historical-evolutionary and Retrograde Approach to the Study of Social Phenomena and Public Administration[1]

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Abstract

The author of the study presents a new approach to the study of dynamic changes in society. He calls it the historical-evolutionist and retrograde approach. The historical-evolutionist approach is based on the existence of the ontology of the problem. It is based on the reality of evolution. This approach makes it possible to reveal on the historical-evolutionary trajectory the key events (factors) that influenced the historical development and to retrospectively identify their historical significance. On the historical-evolutionary trajectory, we can retrogradely trace various events such as: a node on the trajectory, and a breaking point on an evolutionary trajectory, evolution path branching. disruption, dead end, evolutionary island, embedded history, as well as a form of retrograde revealed possible worlds. These concepts are then demonstrated on the example of the history of public administration in the Czech Republic.

Keywords:

evolution, historical-evolutionary approach, public administration, retrograde analysis, society

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1. Introduction

Society is a dynamic changing system (Prigogine et al., 1984). Public administration is also constantly changing (Peters, 2002). These changes are characterized by complexity (Kappeler, 2019). They take the form of revolutions, reforms (Pollitt and Bouckaert, 2000), shocks (Bouckaert et al. 2020) and reactions to them (Nemec et al. 2020; Hintea et al. 2022). It is characteristic of all these events that they take place in historical time. If we want to explore these events, we can use different scientific approaches. In this study, we offer a new approach, which we call the historical-evolutionary and retrograde approach. This approach was briefly presented by the author at the award of the NISPAcee Alena Brunovská Award for the year 2022. In this paper we present its more detailed and comprehensive form. The aim of the study is to present this new theoretical approach and then to show its application on the example of the history of public administration in the Czech Republic. The structure of the study corresponds to this. Parts (points) 2-7 are theoretical-conceptual. They explain the idea of historical-evolutionary approach and retrograde analysis. The key term "historical-evolutionary trajectory" is explained. Then the concepts that characterize the events on the historical-evolutionary trajectory are explained. Part 8 is the implementation part. In it, we try to apply the given approach on the example of the history of public administration of the Lands of the Czech Crown, Czechoslovakia, and the Czech Republic.

2. Bases of research and theoretical inspirational pillars for historical-evolutionist and retrograde approach

Various approaches can be used to investigate the developmental trajectory of social, political and historical phenomena (Ochrana, 2015). From the point of view of the philosophy and methodology of science, these approaches are traditionally based on non-normative (positivist) or normative methodology. These philosophical methodological approaches are then the starting point for creating a scientific approach to the study of history. A non-normative (positivist) approach to the study of history is based on Rankean historical positivism. According to this approach, the task of the historian is to describe everything as it really was (Ranke and Prothero, 1884). This tradition culminated in Spengler (1923) and especially Toynbee (Toynbee, 1934-1961). These are attempts to integrate primary (source-based) history and universal history. At present, historical positivism is superseded. The second methodological direction is non-normative. It is based on the philosophical tradition of Rickert (1926) and Windelband (1894). In such an approach, we want to "understand" history (Gadamer and Figal, 2011) or search for "cultural logic of modernity" (Edited by Zubin Meer, 2011). Both philosophical-methodological

approaches provide inspiration on how to create and develop new approaches and concepts. In our study, we try one of the possible approaches. We call it the "historical-evolutionary and retrograde approach". This approach makes it possible to reveal the significance of events in historical development and retrogradely explain their "developmental logic". It is based on the fact of permanent change of society. Changeability is an ontological property of society. This means that at the level of epistemology, it is necessary to search for and develop such scientific approaches that will reflect this fact. Our study attempts one such possible approach.

The starting point is the fact that the world is constantly changing, society is changing (Cumming and Collier, 2005). Its subsystem - public administration - is also changing. If reality has an ontological property (attribute) of permanent variability, then the following scientific problem arises: How to take this dynamic reality into account when examining social phenomena? How is evolution influenced by previous history? What traces, influences of the past, embedded history, etc. does previous evolution leave on current developments? How are these facts reflected in the evolutionary trajectory of public administration? I believe that the answers to these questions are offered by a historical-evolutionary approach. The historical-evolutionary and retrograde approach is anchored on the following theoretical pillars (Table 1):

Table 1:

Theoretical pillars of historical-evolutionary and retrograde approach

Theoretical pillars	Sources (see for example)
Heraclitus' idea of eternal change	Heraclitus: "τὰ πάντα ῥεῖ καὶ οὐδὲν μένει" ("everything flows, and nothing stays.")
Idea of evolution and "Universal Darwinism".	Darwin (1872); Dawkins (1983); Nowak and Highfield (2013); Popper (1979); Caporael (2001); Grinin and Grinin (2020). Svizzero and Tisdell (2016).
Institutional evolutionism and New institutionalism	Nelson and Winter (1982); Peters (2019); Nusratullin et. al. (2020); Lustick (2011)
	Plaček et al. (2022); Schmidt (2010); Verdun (2015); Rowlinson and Hassard (2013)
Path dependence	David (2000); David (2007); Martin and Sunley (2006); North (2009); Theeke et al. (2018)
Chess theory	Smullyan (1981)

Source: Author

These theoretical pillars became the starting point for creating our own concept of historical-evolutionist approach and retrograde analysis, as the following part of this study shows. Our approach differs from what is known in the literature as the "historical approach" and "historical method" (see e.g., Garraghan, 1946; Howell and Prevenier, 2001).

3. The idea of historical evolutionism. Historical-evolutionary approach

I have already mentioned that reality has the attribute of permanent variability. In society, this variability has a historical form. When examining social problems, we therefore want to find out how the given problem (phenomenon) originated. We ask ourselves questions: on what historical-evolutionary route did the given phenomenon occur: How did it develop? How was it influenced by previous history? What key events affected it? Why did its development reach just the current status?

These are all questions that ask about the evolution of the phenomenon and its history. I use the term "historical evolutionism" to describe this problem. The concept of "historical evolutionism" was inspired by the ideas for "institutional evolutionism" (Nelson and Winter, 1982), "path dependence" (David, 2000; North, 2009) and "universal Darwinism" (Dawkins, 1983; Nowak and Highfield, 2013).

What denotes the term "historical evolutionism?" The fact that social phenomena are influenced by their previous evolution. Metaphorically speaking, the influence of path dependence is manifested in the fact that given phenomena are unable to shake off the influence of past events (David, 2007). Therefore, it depends on history (North, 2009). The past leaves a "historical mark", resp. "imprint", on the institutions. This trace has a retroactive effect on the organization's behavior. Organizations and institutions have an "embedded history" in their evolution. They "drag" this history with them in their further development. We can say that in their evolution they have "embedded factors" of their further development. Therefore, the "embedded history" influences the evolution of the particular institutions.

What does this mean for our research? To discover and understand the current status presupposes finding evolutionary traces from previous developments. The historical-evolutionist approach is based on the reality of evolution. It is based on the fact that social phenomena have the nature of specifically historical phenomena. Therefore, it is necessary to find such an approach that can explain this reality through the categories of origin and evolution and in retrospect on the given historical-evolutionary trajectory of the key events (factors) that influenced the evolution. And this "retrospective" tool is retrograde analysis (I borrowed the term "retrograde analysis" from chess theory. See Smullyan, 1981).

4. The idea of retrograde analysis

The retrograde analysis is based on the fact of the development that has already taken place. It is therefore an assumption that allows a retrograde study of a given trajectory in a retrospective view. Let us show it clearly (Fig.1).

Let us start from the assumption of the current status S. We can identify "two ends" (two points) on the historical-evolutionary trajectory. Initial status P_0. It is a historical status. From this point, the historical-evolutionary trajectory begins. The evolution has reached its current status. The current status indicates point S. It is the current (currently final) status of the given historical-evolutionary trajectory. The historical-evolutionary trajectory is defined by the set of points lying on the path between point P and point S.

**Figure 1:**

Historical-evolutionary trajectories
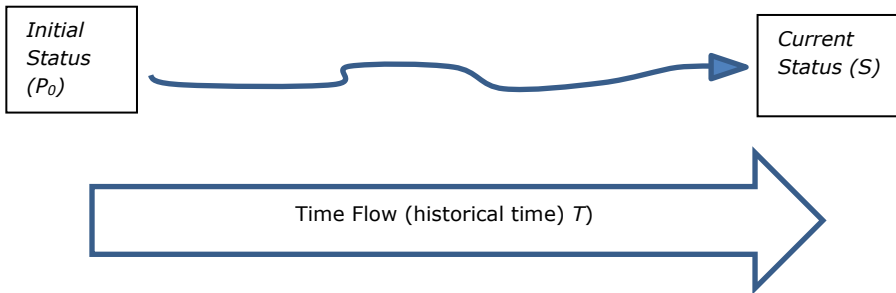
Source: Author

The movement on the evolutionary trajectory (between initial status P_0 and current status S_C) relates to the ontology of the problem. There are many changes going on the route. These changes take place in historical time T.

We can now ask the question: what events happened on a given evolutionary trajectory? How have these historical events affected the current situation? The answer to this question is provided by a retrograde analysis (see Figure 2).

Figure 2:

Historical-evolutionary trajectories (retrograde view)
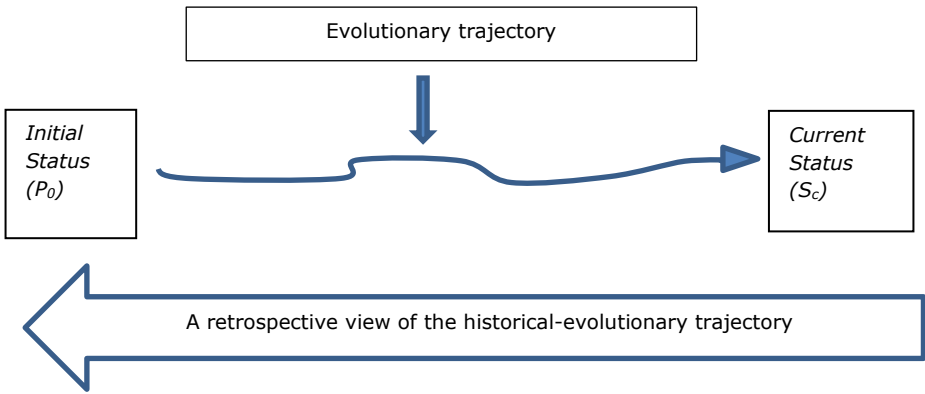
Source: Author

Retrograde analysis is a tool for ex post examination of the historical (already completed, realized) evolutionary trajectory. It is a retrospective epistemological-historical view of the historical route - the evolution of social phenomena. A retrograde view reveals the influence of individual events that occurred on a given evolutionary trajectory. We proceed along an evolutionary trajectory from the current status (point S_c) to the beginning (point P_{0-}). That is why we are talking about retrograde analysis.
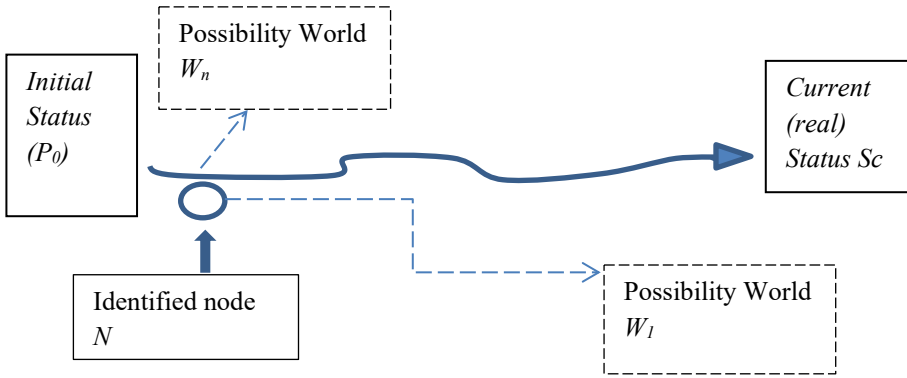
5. Historical-evolutionary trajectories. Basic concepts identifying the historical-evolutionary trajectory

Historical-evolutionary trajectory is the resulting trajectory, which is the developmental trace of a given phenomenon (research subject). I remind you again that this pathway has an ontological nature. This path is the result of evolution. We find a number of events and phenomena on the historical-evolutionary trajectory. We will use the following terms to denote them: initial status, historical node (historical dam-break, historical turn), historical residue, adaptation and so on. As this trajectory concerns a social problem and is influenced by contemporary conditions, we use the term "historical-evolutionary trajectory" to describe it. The historical-evolutionary trajectory is the real historical route on which we can identify certain nodes.

Retrograde analysis is based on the ontological assumption of past events. These are events located on the route of the evolutionary trajectory. Figure 3 shows the case where we identified a node on the evolutionary trajectory.

Figure 3:

Historical-evolutionary trajectories (a node on the trajectory)

Source: Author

The node (historical node) is a milestone on the evolutionary trajectory. It indicates the point at which there is potential branching on a particular trajectory.

We see that in addition to the already implemented evolutionary trajectory leading from the point (node) N to the current state Sc, there were other possibilities, for example:

- Trajectory *NWn* with Possibility World *Wn*;

- Trajectory *NW₁* with Possibility World *W₁*.

This means that in addition to the real world Ss, there were possibility other trajectories and possibility worlds $W_1 \ldots W_n$ (Kripke, 1980). Possibility worlds exist at a time when they existed at the time of nod as potential evolutionary possibilities. Metaphorically speaking, their "fate" is similar to unborn children.

What is a breaking point? Metaphorically speaking from the field of railway transport, it is actually a switch on the tracks. It is a significant event on the historical-evolutionary trajectory. This event "redirects" the existing evolution and "reverses" it in another direction. See figure 4.

Figure 4:

Breaking point on an evolutionary trajectory
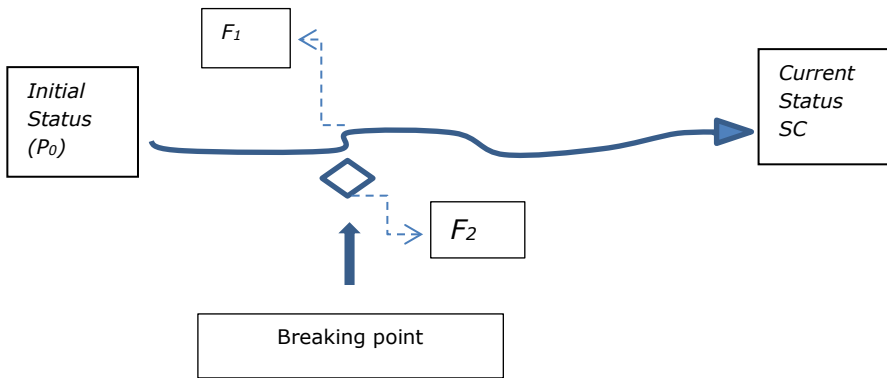
A breaking point is an event or factor that causes a reversal in the evolutionary trajectory. We graphically display it as a kind of node when there is an extreme damming of the current development and its redirection. In the figure, this breaking point is shown by an extreme deviation (deviation "to the left") from the current evolutionary trajectory. Such a breaking point was, for example, the November events in Czechoslovakia in 1989. The current evolutionary trajectory of the communist regime was interrupted and the path of democratic revival of society began. In the political sphere, such changes are called revolutions.

The discovery of the breaking point is of great importance for scientific research. Mainly because knowledge of the "breaking point" phenomenon makes it possible to clarify significant changes in the evolutionary trajectory and identify the start of a new evolutionary route.

## 6. Evolution path branching. Disruption and dead end

In retrograde analysis, when we come across these breaking points and identify the branches, we ask ourselves, "what would it be if?" We create fictional worlds that tell of possibility (but unrealized) trajectories. The picture shows the fictional worlds F1 and F2. These are possible, unfulfilled "transformations of possibilities into reality", which have remained only at the level of former potentially possibility evolutionary trajectories and states of the world. Fictitious worlds are the epistemological construction of possibility worlds. They have their support in the real being ("ontological world"). They "grow up" out of him as former possibilities. The methodological significance of the

construction of fictional worlds lies in the fact that we ask questions such as "what would happen if it were". Finding answers to this type of question has, for example, ethical significance. We can compare the negative consequences of the real situation, and ask ourselves, "what would happen if it was not (or was)." The fictional world can thus take the form of a certain normative status, which is compared with reality. Simply put: the view of these fictional worlds can be twofold: non-normative or normative (Ochrana, 2015).

a) The case of a monolithic trajectory

Development is not linear. Thus, it is not a permanent monolithic trajectory. In fact, on the evolutionary trajectory, we can retrogradely detect various bends, turns and branches. By branching we mean the "splitting" of the existing "monolithic" trajectory into several evolutionary paths. Branching creates other trajectories that go "with its own independent evolutionary logic" (see Figure 5).

Figure 5:

Branching on an evolutionary trajectory
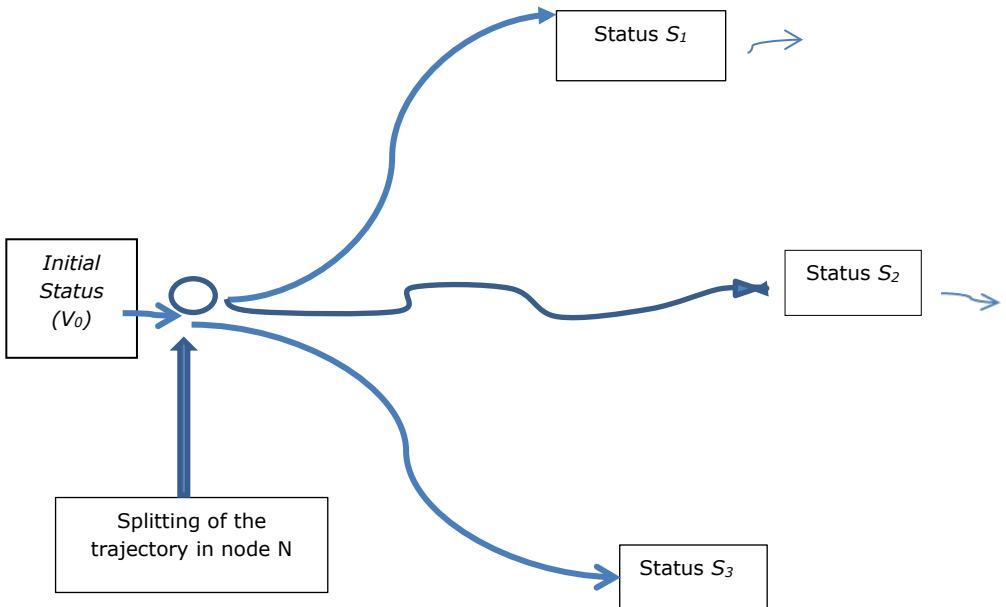
Source: Author

The evolutionary route defined by V0N points is the primary route. This route is monolithic. Then it splits. It is split in the node (breaking point) N. Three development trajectories "start" from the node: NS1, NS2, NS3. Its final results are three different states of the world: S1, S2 a S3. Their origin corresponds to the "own development logic" of individual routes. A textbook example of this case is the breakup of Yugoslavia.

b) The case of a branching node

In this case, point N (represented by the disintegration of Czechoslovakia) is a branching node. From a common ancestor (Czechoslovakia), two separate evolutionary trajectories run with two separate final states (the establishment of the Czech Republic and the establishment of the Slovak Republic). The following is the evolutionary trajectory of both countries (see arrows showing the current state of S_1 and S_2).

c) The case of a breaking point

In the given examples we see that the node (point N) also meant a breaking point in the evolution so far. In this case, we mean an external intervention in the existing evolutionary trajectory. Such an intervention results in the disruption of the existing evolutionary path. The evolutionary pathway is "broken". The "breakage" may take various forms. It may be: a) violent; b) non-violent. Violent breakage is a forced one. The relevant actors force their will on others. An example of a violent breakage is the rise of the communist regime in Czechoslovakia to power in February 1948. There was a violent breakage on existing evolutionary trajectories. The situation was similar in other Central and Eastern European countries belonging to the sphere of influence of the Soviet Union by the agreements of the victorious powers.

d) The case of an evolutionary island

The term "evolutionary island" refers to the fact that, as a result of violent disruption in the current evolutionary path, the country is isolated from the outside world. Such a case in the development of the countries of Central and Eastern Europe occurred with the emergence of the Iron Curtain. The evolutionary trajectory then "adapts" to the internal deforming conditions.

e) Dead end

In general, we can say: Every evolutionary trajectory starts somewhere (starts in V_0) and ends in a certain state of Si. The Si status can take various forms. It can result in a dead end, where the evolutionary pathway is a "dead end". The phenomenon disappears without leaving "successors". Such a dead end was the end of communist regimes in the countries of Central and Eastern Europe, or the demise of Prussia. This case graphically shows the status of S_3.in the figure. We see that the development (unlike S_1 and S_2) has

no continuation. In the figure, we indicate this fact in the absence of an arrow at S_3.

7. Retrograde analysis as "tracking events" on the evolutionary trajectory

So far, we have found a number of consecutive events on the graphical representations of the evolutionary trajectory. In the retrograde analysis, we are faced with the task of clarifying the course of these events. What is retrograde analysis?

Retrograde analysis is such a research process, where we go back from the current status back to the evolutionary trajectory and reveal the events and factors that affected the route. From this point of view, we can consider retrograde analysis as a thought reconstruction of the realized evolution. This reconstruction of thought can take the form of either a scientific explanation (Bunge, 1997) or a narrative (Ricoeur, 1983). The result is a scientific statement about retrospectively reflected events. Scientific testimony belongs to the epistemological level. It is scientific in nature because it relies on the ontology of events that "happened" on the evolutionary path. In the retrograde analysis, we follow the "ontological footprint". The ontological footprint is "embedded" in the evolutionary trajectory. We want to discover, explain and epistemically reconstruct this ontological trace.

How are we proceeding? By searching for the genesis of the phenomenon, we ask what influences on the evolutionary trajectory affected its trace and shape. We look for points (events) in the past evolutionary trajectory that influenced the evolution. At the epistemological level, we then (re)construct the event in the form of scientific statements. We shed light on the effects and significance of the given events on the evolution of the studied phenomenon. Thus, in retrospect, we can "ideologically reconstruct" the meaning and influence of individual events on evolution. We can find out what role and functions these events played (e.g., in the form of a breaking point, a branch point, etc.) in historical development and how they affect (have affected) the present.

We create a picture of these events in the form of a scientific statement, where the logic of this statement is shown by the continuity of the chain of investigated events identified on the route. In terms of time, it is therefore an ex-post analysis.

The event always takes place in a certain place, under certain contexts and conditions. This is the ontological "settlement" of the problem. In the case of a company, therefore, the event and the trajectory have a historical form. The scientific statement is therefore periodically (historically) conditioned. Unlike nature, the evolutionary trajectory in society has a historical character. On the historical-evolutionary trajectory we can thus find various influences arising in historical development. They are, metaphorically speaking, "historical residuals". We

understand such factors that remain "embedded" ("rooted") in a given evolutionary trajectory from previous evolution. They have the nature of "embedded history".

8. An example of the application of the historical-evolutionist approach (the case of the evolutionary trajectory of public administration in the Czech lands)

In this part I will very briefly point out the application of historical-evolutionary and retrograde approaches in the study of public administration (the case of the Czech Republic). The aim of this section is to explore the evolutionary trajectory of public administration in the Czech lands and to look for events that have the character of "starting" points, "embedded" factors, evolutionary nodes, breaking points and other factors influencing the evolution of public administration. If we proceed retrogradely along the historical trajectory of public administration, we will find these phenomena both in the area of self-government and in the sphere of state administration.

An example of embedded history - Magdeburg law
In the area of municipal self-government, the oldest identified factor ("embedded history") is the influence of Magdeburg (and partly Swabian) law. This right was brought with them by German colonists in the 13th century, who invited the then Czech monarchs (Přemyslids) to Bohemia. German settlers began to establish cities. In their administration, they followed the so-called Magdeburg law, which these colonists brought with them from their original German homeland. This ideological influence on the administration of public affairs has become so strong that in the Czech environment it has left a legal mark even today in the idea of self-government of towns and municipalities. Self-governing principles and institutes defined by Magdeburg law find their "historical imprint" in the current self-government in the Czech Republic.

An example of embedded history and the "historical imprint" - obrichkeit
Another important "historical imprint" in the evolutionary trajectory of public administration was left by the phenomenon of lordship administration (Obrichkeit). The phenomenon of "lordship administration" was born in the Middle Ages in the then lands of the Czech Crown (Czech Kingdom). The lordship administration is a relationship of two actors - a superior and a subordinate. The superior is either the central authority (monarch) or the "local authority". The local authority is primarily the lord of the castle or the clergy. Serfs living in villages and towns are subordinate to them. This administration is referred to as the rural administration. Territorial self-government then developed from it.

1526 - an example of a breaking point from the evolutionary trajectory of the history of the Czech crown land

If we examine the evolutionary trajectory of public administration, then a significant milestone for the Czech state (Land of the Czech Crown) is the year 1526, when the Habsburg dynasty, which ruled until 1918, ascends the Czech throne. intrinsically linked to the Austrian monarchy. With the accession of the Habsburgs to the throne, there are changes in the concept of governance. Foreign policy, foreign policy, financial administration and military affairs are the sole responsibility of the monarch. They are derived from His Majesty. Also at this point, we identify the "embedded history" factor. It takes the form of a prehistory of what we currently call the so-called material competence of the state administration. The basic tendency of the development of administration in this period is the centralization and elimination of the state influence in the public administration. This was replaced by bureaucratization and nationalization of the central, provincial and regional administrations and state (center) interventions in the municipal administration. During this period, a large and complicated bureaucracy arose, the gradual construction of which is characterized by the derivation of power from above: all offices are royal (later Imperial Royal – "C.K.") and officials are subject to senior officials. A bureaucracy was born that was constituted as an independent privileged layer of society during the absolutist era. This bureaucracy is already dependent on the monarch, not on the states. It carries out the will of the monarch. This position, together with the influence of the embedded idea of "lordship administration", has long dragged on in the state administration even after the establishment of Czechoslovakia.

The bureaucracy is the executor of official power, it is in a kind of "position of authority", which has in its hands the "fate of decision-making" (agenda, stamps). This "embedded history" remained so deeply rooted in public administration. Until now, we can observe this influence in the attitudes of the bureaucrat towards the citizen. Even now, the bureaucrat puts the citizen in the role of "lordship" (and not service). Figuratively speaking, the citizen "begs" for the action at the authorities. The official dominates the citizens instead of serving them.

The idea of political administration - a historical footprint in the trajectory of public administration

Another embedded influence is the idea of "political governance". Its origin can be traced to the end of the 18th century. At that time, the idea of enforcing the state interest was gradually applied in the state administration. Authorities and institutions (especially judicial, financial, military) were created. They had established powers in order to take care of the so-called general welfare. As these "classic" offices did not cover all activities, a new branch of administration (called political administration) was created for the area of new activities. Its goal was (in today's terminology) to ensure the functioning of public (state) administration. In the second half of the 18th century,

political authorities carried out activities that we still encounter at the central level today (road construction, education development, control of lower offices by higher authorities and interference with their activities within the law).

1848 - Important breaking point. Subsequent evolution as a path dependence in the establishment of Czechoslovakia

Another important breaking point on the evolutionary trajectory is the revolutionary year 1848, when serfdom was abolished (Patent 112/1848). These changes were so significant that they have left traces in the evolution of public administration to this day. At that time, double legislation was created, namely imperial and provincial[3]. The legal system created at that time was adopted by the Czechoslovak Republic in 1918 and later, in the form of a path dependence, influenced the legal system of the newly established Czech Republic in 1993.

1849 - an important breaking point for the evolutionary trajectory of self-government

An important milestone for the self-government of municipalities is the year 1849, when the so-called Provisional Municipal Act was adopted (the author of the law was the Minister of the Interior, Count Stadion). The villages were divided according to population and size into villages, towns and cities. The law states that "the basis of a free state is a free municipality." Municipalities and cities thus become self-governing entities. They have their own council, which is elected by the citizens of the municipality. Another body of municipal self-government is the council (board of deputies), which elects a municipal representative (mayor of the municipality) from among its members. Municipalities exercise independent powers (self-government) and delegated powers (i.e., activities that are transferred to them by the state). This system of municipal self-government was also taken over by the newly established Czechoslovak Republic (1918) and is also the basis of today's territorial self-government in the Czech Republic.

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3 The legislature for the whole of Austria (and the lands of Cisleithania, which also included the lands of the Czech Crown) became the Viennese Parliament (the imperial council together with the emperor). The provincial assemblies became the legislative body of the individual countries of the Cisleithania region. At their head stood the emperor as the king of the country (the emperor as the king of Bohemia, the Margrave of Moravia etc.). This created a double relatively independent legislature. The Viennese parliament could adjust the conditions which concerned the whole of Austria, and the state assemblies could then adjust the conditions which concerned only the country. At the same time, the Imperial legislation had no precedence over the provincial legislation. The Imperial Code was appointed to promulgate all-Austrian legal norms. Provincial codes proclaimed the territorial rights of individual countries.

Double-track public administration - an example of embedded history and historical traces

On the evolutionary route, we find another important divide in the 1960s, which was reflected in the current development in the form of "embedded history". It is a phenomenon of double-track public administration in the then Austrian administrative organization. It arose with the abolition of serfdom, when the institute of feudal domination ceased to exist as an administrative, judicial and administrative unit. This trail has penetrated both tracks of public administration. Public administration was organized firstly in line with the so-called provincial (state) offices under the central government in Vienna and in the governorate countries, and secondly in line with the self-governing offices whose final instance was in each country (and not in Vienna). In 1865, a new self-governing arrangement was created, district and provincial. This public administration organization in Cisleithania was last amended by the Act of 19 May 1868, No. 44, of the Imperial Act and remained in force until the collapse of the Austro-Hungarian monarchy in 1918.[4] The influence of the double-track public administration factor was so strong that this way of organizing public administration is completely taken over by the newly established Czechoslovak Republic in 1918 and the entire administrative order. This factor points to a "historical relationship" ("embedded history") of public administration with contemporary Austria.

Disruption in the evolutionary trajectory - the disintegration of the Austro-Hungarian monarchy in 1918

The defeat of the Austro-Hungarian monarchy in 1918 marks a historic turning point in the evolutionary trajectory of public administration. Disruption is taking place in the evolutionary trajectory of governance. The Austro-Hungarian monarchy is falling apart, and an independent Czechoslovak state is emerging. After a thousand-year break, the Czechs and Slovaks are uniting in a common state unit - Czechoslovakia. The ideological basis of this unification became the idea of a united Czechoslovak nation.[5] A new (Czechoslovak) political power is emerging, and on the examined evolutionary trajectory we find significant influences of "embedded history" and the influence of path

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4 Territorial self-government (apart from the administration of medieval cities) became a new phenomenon. Municipalities became the lowest element of territorial self-government. There were villages created during the reign of Maria Theresa and Joseph II. These municipalities were created for the purpose of customs inventories or land cadasters. The old feudal towns (administered under the influence of Magdeburg law) and the so-called cadastral municipalities became the model for establishing municipal self-government.

5 The author of this idea was later the first Czechoslovak president Masaryk. The idea of "Czechoslovakism" was to secure a majority vote for Czechoslovaks in a multi-ethnic Czechoslovakia. Czechs and Slovaks were considered two branches of the same (Czechoslovak) nation. If Czechs and Slovaks were defined as two separate nationalities, in the Czech Republic the majority nation would be Germans, in Slovakia they would be Hungarians.

dependence. This is also shown by the genesis of the laws of the Czechoslovak Republic.

The Influence of embedded history on the creation of Czechoslovak laws

The first law of the Czechoslovak Republic (Act No. 11/1918 Coll.) Was publicly declared with the establishment of Czechoslovakia on October 28, 1918. This text differs from the text, which was then published on November 6, 1918, in the Collection of Laws and Regulations. law nature of the reception standard. The aim of the law is defined as follows: "In order to maintain the connection between the current legal system and the new state, to avoid confusion and to regulate the transition to a new state life". Article II imposes the main provisions as follows: "All existing provincial and imperial laws shall remain in force for the time being." This meant that the Czechoslovak Republic was created and took over the existing laws from the Austro-Hungarian monarchy. Of the Austrian laws, the General Civil Code of 1811 and the Criminal Code of 1852 were adopted in particular. Some provisions of the Constitution of the Cisleithania region were also adopted. Slovakia (now an integral part of the Czechoslovak state) and Subcarpathian Russia have taken over Hungarian legal norms. Thus, we see a significant influence of "embedded history" in the evolutionary trajectory of public administration. With the establishment of Czechoslovakia, 12 "supreme administrative offices" were established, which were later called ministries. It is also possible to trace the strong influence of the past in the area of the executive. This influence of "embedded history" was also manifested in relation to Slovakia. The millennial integration of the territory of Slovakia into the Kingdom of Hungary was reflected in the fact that a separate ministry was established for the administration of Slovakia as a transitional unit headed by an agent. When a new administrative organization of Czechoslovakia was to take place on the basis of the so-called county law of 1920, this law was implemented on 1 January 1923 only in Slovakia. The new Slovak county authorities took over a large part of the agendas of the former Hungarian counties. District offices were established under them, but no "county association" was held, which would be an analogy to the countries in the western part of the Czechoslovak Republic. The previous independent historical trajectory of both countries was thus reflected in the differences built into the Czech and Slovak territories, although this time it was already a common state of the "Czechoslovakia".

The influence of embedded history on the political administration of Czechoslovakia

The influence of "embedded history" was also reflected in the political administration of the newly established Czechoslovakia. The Ministry of the Interior played the key role in the political administration (similar to the Austrian monarchy). The gendarmerie was later transferred to this department. Because the Czech lands and Slovakia (along with Subcarpathian Russia) developed in different administrative systems (the Austrian monarchy and the Hungarian state) before the establishment of Czechoslovakia, it was necessary to gradually "tune in" these differences. In 1919, the Ministry of Unification of Legislation and Organization of Administration (the so-called "Ministry of

Unifications") was established. His task was to unify laws and administration throughout the then Czechoslovak Republic. The so-called county law (No. 126/1920) was issued, but it only applied to Slovakia. It was a consequence of the influence of "embedded history" and the difference between the different previous millennial historical development on the territory of the Czech and Slovak parts of the established Czechoslovak state. There was a centuries-old tradition of counties in Slovakia. Therefore, in the end, the new law on counties only applied to Slovakia. In addition to the so-called county law, the so-called organizational law (No. 125/1927) was issued. It determined that the Ministry of the Interior has a decisive place in the state administration.[6] All "political authorities" were subordinated to it. The Ministry of the Interior also currently has the key role in managing public administration.

Embedded history in the evolutionary trajectory of self-government. Reception act (1918) as a breaking point

The development of self-government also followed the previous historical trajectory. The focal point in its development became the Reception Act of 1918. On its basis, local and local authorities were taken over from the former Austrian Empire (in addition to political offices). However, the provision on municipal establishment was amended. The amendment to the municipal establishment (adopted in 1919) established the following regular municipal bodies: the municipal council, the municipal council. The municipal council elected a councilor (1/3 principle), a mayor and his deputy from among its members. The election of the mayor was initially fully within the competence of the municipality. It did not originally have to be confirmed by the state. Later, however, (in 1933) it was stipulated that the election of the mayor must continue to be approved by state authorities (the Ministry of the Interior, or the provincial office)[7]. Municipalities could set up advisory and preparatory bodies in the form of committees. The committees were optional, a financial committee was to be set up in each municipality. Also, in this case, we can reveal the factor of "embedded history". The current municipal establishment in the Czech Republic also uses these institutes.

Disruption points in the evolutionary trajectory of Czechoslovak public administration (disintegration of Czechoslovakia in 1939)

In the evolutionary trajectory of the Czechoslovak Republic, we can observe another turning point (disruption), which starts a new stage. It begins with the conclusion of the Munich Agreement and in September 1938 between fascist Germany, Great Britain,

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6 This position of the Ministry of the Interior remained "embedded" in the further development of public administration. Even today, the Ministry of the Interior plays the key role in the management of public administration.

7 The reasons were mainly political. As mentioned, Czechoslovakia was a multi-ethnic state, with about a fifth of the population being German. The Germans had a very difficult time coping with the new conditions, in which they lost their privileged position from the time of the Austrian monarchy.

France and Italy, when these powers decided that Czechoslovakia had to give Germany the border territory where the German inhabitants lived. Subsequently, the remaining territory was occupied in March 1939. The disintegration of Czechoslovakia began with the Munich Agreement. Shortly after the Munich Agreement, the Slovaks issued the Manifesto of the Slovak Nation (the so-called Žilina Agreement), which demanded the Slovak nation's right to self-determination and the right to decide on its future national life, including determining its state. These events led to the issuance of constitutional laws on the autonomy of the Slovak landscape and on the autonomy of Subcarpathian Russia. The Slovak landscape was declared an autonomous part of the republic. This new republic was officially called the Czech-Slovak Republic. By adopting constitutional laws on the autonomy of both states, Czechoslovakia effectively ceased to be a unitary state. President Beneš abdicated. Developments in both parts of the state have split. In the territory of Bohemia and Moravia, Hitler's decree of March 1939 declared the "Protectorate of Bohemia and Moravia". The key person became the deputy imperial protector.

Disruption points in the evolutionary trajectory liberation of Czechoslovakia in 1945

The liberation of Czechoslovakia becomes an important milestone for further development. In 1944, preparations began for the settlement of conditions after the liberation of Czechoslovakia. The London government in exile and President Beneš played the key role. The necessary acts were adopted in the form of presidential decrees. Of these, the Constitutional Decree on the Provisional Administration of the Liberated Territory of August 1944 was important. It was established by the Office for the Administration of the Liberated Territory. In August 1944, an important constitutional decree on the restoration of the rule of law was approved, which addressed the issue of legal continuity. This decree stipulated that regulations issued before September 28, 1938 came from the free will of our people and were part of the Czechoslovak legal order. Regulations from the time of imprisonment (from September 30, 1938, until the end of the war) are not part of the Czechoslovak legal system. Another important decree that had a significant impact on further development was the Constitutional Decree on National Committees and the Interim National Assembly. This decree stipulated that local, district and provincial national committees would be formed in the liberated territory as representative bodies of public administration in all their fields. After the war, there was no return to the pre-war administrative organization. The national committees had the function of state administration and self-government. They became practically the only local authorities. Subordination of lower-level committees to higher-level committees was gradually introduced.

A breaking point in the evolutionary trajectory of public administration after the return of the Czechoslovak government from abroad (1945)

On May 4, 1945, the Czechoslovak government returned to a part of the liberated territory. The headquarters were in Košice. Here, the government published its program

known as the so-called Košice government program. It was another milestone that marked the subsequent development of Czechoslovakia. The program was adopted by the Moscow leadership of the Communist Party of Czechoslovakia. According to this document, Czechoslovakia was to become a people's democratic state. Elections to the entire parliamentary system were delegation elections. Local national committees elected voters in all municipalities at public meetings, who then met at district assemblies. District national committees as well as delegates to state conventions were elected at them. At these congresses, the provincial national committees and members of the Provisional National Assembly were elected. The Interim National Assembly was thus set up on the basis of indirect elections. It was a one-chamber legislature body. Its term of office was tied to the time until which the Constituent National Assembly, whose elections the Interim National Assembly was to prepare, would meet. In particular, it was to confirm the President of the Republic in office until the re-election and subsequently (dis)approve the presidential decrees adopted during the foreign resistance.

Parliamentary elections in 1946 - a breaking point on the trajectory of public administration

The first parliamentary elections in post-war Czechoslovakia (1946) became an important milestone in the further political direction of Czechoslovakia. The Communist Party of Czechoslovakia won them nationwide[8]. The elections were a significant milestone in the further development, foreshadowing the communist takeover of the Communist Party in 1948. From 1948, the Communist Party of Czechoslovakia was in power until the fall of the communist regime. It politically ruled and controlled the performance of public administration. National committees had the key role to play in the performance of public administration. The Communist Constitution (May 1948) characterizes them as "holders and executors of state power in municipalities, districts and regions and guardians of the rights and freedoms of the people."

Dead end

The constitution did not take countries into account. It distinguished basic territorial levels and introduced regions instead of countries. In the institute of national committees, there is an "intertwining" (or indistinguishability) of state administration and self-government. In fact, public administration was "nationalized" and centralized. In 1960, a strong ideological element was incorporated into the Constitution - the leading role of the Communist Party of Czechoslovakia. Public administration was thus

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8 In Bohemia, the Communist Party of Czechoslovakia (KSČ) won over 40 % of the votes. In Slovakia, the Communist Party was the second powerful party. The Democratic Party prevailed with 62 %.

not only "nationalized" but also ideologized by Marxist-Leninist ideology. This situation was not changed until the fall of the communist regime in 1989.

Breaking point - 1989

It is a turning point from which reform changes in the development of public administration start. There is a "nationalization" of public administration, the abolition of the leading role of the Communist Party and a return to decentralization. There is a renaissance of self-government. The Socialist Constitution of 1960 is amended, where Title 7 on national committees is replaced by a provision on local self-government. In 1990, the system of national committees and regional national committees were abolished. The area of state administration passed from the abolished regions to district authorities and central authorities, which at the territorial level ensured the performance of state administration by their specialized territorial self-governing bodies (so-called deconcentrates, such as tax authorities, labor offices, Czech Social Security Administration, various types of inspections). The evolutionary trajectory of public administration is thus influenced by the remnants of previous developments. And demonstrates embedded centralization effects.

In addition, the impact of unbalanced decentralization continues to be felt, given the practical functioning of lower-level governance. In the year 2,000, the Act on Municipalities (Act No. 128/2000) and the Act on Regions (Act No. 129/2000) were adopted. These laws guided the evolutionary trajectory of local governments over a long period of time. It is still valid. Municipalities and regions have become public self-governing corporations. The centralist idea of "unified state power" was replaced by self-government and devolved state administration. The municipality fulfills two types of competence - independent competence ("the municipality administers its affairs independently") and some municipalities also delegated competence. This principle has been preserved to this day.

Example of the influence of embedded history and residues (districts)

Another influence of "embedded history" (path dependence) can be registered at the district level. The districts originally performed state administration on their territory. They could, on the basis of authorization in the law and within its limits, issue generally binding decrees for their territorial districts. They were managed centrally by the Ministry of the Interior. After 2000, the district offices were abolished. Nevertheless, in their evolutionary trajectory we find an "embedded history" in the form of residuals, in that the districts, however, have been preserved as territorial units. This is reflected in the fact that there are a number of specialized territorial bodies of state administration in the district (e.g., cadastral offices, labor offices, tax offices). The districts thus marked the evolutionary trajectory of territorial self-government with their historical influence. Their public-administrative role in the given area is taken over by municipalities with extended powers. These municipalities exercise delegated state powers. These are municipalities that currently perform the widest range of state administration for their citizens and citizens of other municipalities (e.g., population registration, issuing travel

and personal documents, driving licenses, technical licenses, trade licenses, payment of social benefits).

An example of the influence of embedded history and residues (region as a self-governing unit); Residual double-track public administration

After the fall of the communist regime, there were also changes at the regional level. We can also follow the "historical trace" of previous developments in their evolution[9]. At present, the Czech Republic has 8 territorial regions and 14 self-governing regions. The existence of two types of regions is a relic of the past. It was not possible to repeal Act No. 36/1960 Coll. on the territorial division of the state (which still validly includes 8 so-called large regions). By repealing this law, some state administration bodies and courts would lose the territorial basis of their jurisdiction, which was given to districts and regions. Thus, after the adoption of Act No. 347/1997 Coll., which divides self-governing territorial units into 14 regions, there is still a parallel territorial delimitation of regions. This is due to the influence of "embedded history".

9. Conclusion

In the study, we presented a historical-evolutionist and retrograde approach to the study of society and public administration. This approach, based on the ontological assumption of evolution, makes it possible to reveal key events on a historical-evolutionary trajectory and retrospectively examine their impact on historical development. We can reveal the significance and impact of events on the historical development of society retrospectively. We find that these real events played, for example, the following role: a node on the trajectory, a breaking point on an evolutionary trajectory, an evolution path branching. disruption, dead end, evolutionary island, embedded history. In retrospect, we can also identify possible worlds in the historical node and breaking point on an evolutionary trajectory - potential events that have not materialized. On the one hand, these are "missed opportunities", but on the other hand, they are also unrealized ("locked") undesirable directions of possible development, such as averted threats. The historical-evolutionist approach and retrograde analysis can thus contribute to recognizing the role and significance of events in the historical development of public administration.

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9 The history of the regions dates back to the Middle Ages. They were administrative units that stood between the estates and the lands. They replaced the castle establishment. In the 19th century, the regions were abolished and reestablished in the 20th century. In the revolutionary year of 1848, there were changes in the functioning of the Austrian administration. The patrimonial (lordship) administration was abolished, which was replaced by the state (land) administration. Self-government had been established. This led to the double-tracking of public administration. This influence has persisted until now.

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