

Selection of the model and evaluation characteristics system in public administration system as guidelines for its development

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Abstract. The article identifies and analyzes well-known models and evaluation characteristics of the public administration system, both domestic and foreign. On this basis, a model of a pan-European public administration system has been formed, which contains eight of its main blocks. For the block "bringing to the general standards of quality in public administration" a corresponding specific system of actions is given.

Key words: *public administration, choice, model, system, benchmarks, evaluation characteristics, development.*

Problem statement

The choice of development benchmarks for the public administration system in Ukraine is one of the main tasks of its scientific substantiation.

Analysis of recent publications on issues. Various aspects of that topic considered in works of V. Bakumenko, L. Kalganova, L. Smoruhova, P. Fedorov and others. [1-5].

The purpose of the article. The purpose of this article is to justify the choice of the model and the system of valuation characteristics in the public administration system as guidelines for its development.

The statement of basic materials. The main means of forming an idea of the desired system in public administration, which is widely used in the world, is the model definition of this system, containing a set of specific blocks-directions of activity. As a rule, this model further develops modernization in accordance with the new needs of society and state management itself.

Typically, either the formation of their own models in the public administration system, or the choice of them from existing and adapting to the conditions in the country.

Today, different models are known, as well as evaluation systems and criteria for assessing the system of public administration in countries.

There are many studies devoted to this topic. For example, in the work of L. Kalganova, we find the definition of the public administration model as the interconnection between the basic concepts of the ideological system (political regime) and the type of state structure and public administration [1].

In P. Fedorov's work, the public administration model is understood as a unique set of characteristics that distinguish the public administration system of a certain country (group of countries) from others [2].

For comparing public administration systems, [1] uses the following characteristics, such as: the form of government, the structural form, the ratio of centralization and decentralization, the culture of administrative behavior, the degree of political influence of the administration, the

paradigm of public administration, the system of law, local self-government.

In the work of the well-known Ukrainian scientist V. Bakumenko [4], for comparing the systems of public administration, the following characteristics were distinguished: the form of government; state regime; state-territorial system; main goals and functions of the state, their priority; division of powers between the supreme bodies of state power (between branches of government); state development strategy; structure of state authorities; state policies on the main activities of the state; the need for adjusting the goals of state authorities; the need to adjust staffing; system state of programming achievement of goals; budget financing; implementation state of functions in public administration (operational and tactical management).

Also, taking into account the European integration path of Ukraine, it is advisable to turn to the experience of the advanced countries of the world, including the countries of the European Union and the United States, where the consideration of these issues and the corresponding problems is preceded by the choice of a certain model of the public administration system and systematic assessment of its condition by certain criteria systems is recognized by most countries in the world.

As noted by L. Smorugov, in Europe there are four models of public administration: Anglo-Saxon, Napoleonic, German and Scandinavian, which respectively are inherent in different groups of countries. At the same time, this classification with the assignment of certain countries to these groups today is considered ambiguous, because there are significant features and differences in each of these groups of countries [1-3].

The aforementioned models of the public administration system differ in the basic approaches used in them.

In the Anglo-Saxon model of the public administration system, the basis is the managerial approach, the main values of which are efficiency, effectiveness and economy. In the German model of the public administration system, the emphasis is on the values of the rule of law and the protection of the rights of citizens. In the Scandinavian model of the public administration system,

there is a combination of legal, managerial and negotiating (compromise) management aspects at all levels of the state. There is a tendency of the European federal models of public administration systems to centralize decision making, and unitary models to decentralization, that is, the evolution of unitary systems in the federal direction, and the federal ones in the unitary system [1].

In connection with the processes of European integration in the format of this work the great interest is in a pan-European model of public administration.

In work [2], such a model appears to be formed according to the requirements of European integration of the EU member states, except Great Britain, where the model of the public administration system differs substantially from them. In this work, the most characteristic features of the European model of public administration are singled out, which gave the opportunity to form a model of public administration pan-European system, as shown in Fig.1.

It was found out that a number of blocks of this model, with careful consideration, are inherent in the model of public administration that is involved and developing in Ukraine.

Thus, the reformation of the presidential-parliamentary republic has already taken place in the parliamentary-presidential way by introducing appropriate amendments to the Constitution of Ukraine, which corresponds to the block "Parliamentary system of governance" (Fig. 1).

There is a process of working out a new model of public administration system connected with a significant reduction of the Presidents of Ukraine powers and an increase in the powers of the parliament and the head of government. They can confidently say that this is not yet the final version of this model. It will be upgraded with the acquisition of experience in its application.

The block "Transmission of increasing powers and functions from the central to the regional and municipal level" is now being implemented in Ukraine as a system of actions for the decentralization of the powers of the central government by transferring them, together with the corresponding funds, to lower levels of government.

The implementation of the block

"Legislative regulation, social protection and decent financing of state and municipal services" is actually envisaged by the new Law of Ukraine "On Civil Service", which was recently adopted.

In the context of the block "Independence and clear work of courts of all types and instances", the reform of the whole judicial system is being carried out, albeit slowly.

It is urgent to prepare the

implementation of the blocks "The prevalence of proportional electoral systems and multi-party coalition governments", "Consensus mechanism for the formation of the executive branch", "Bringing to the general standards of quality of public administration".

For the model block "Bringing to the general standards of public administration quality», there is a certain system of actions, the main ones of which are grouped in Table. 1.

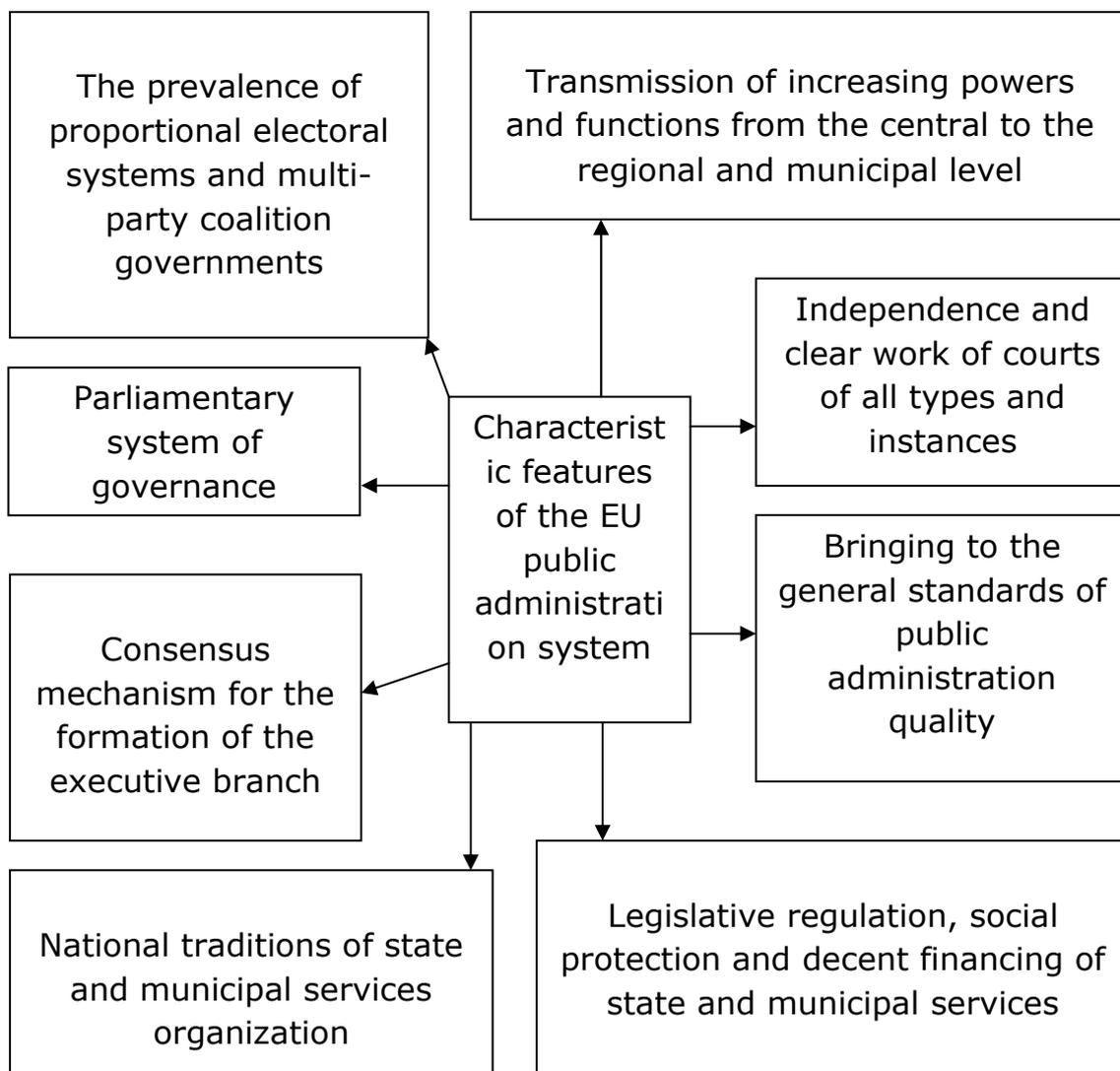


Fig. 1. Model of public administration pan-European system

Table 1.

The system of actions for bringing to the general standards
of public administration quality

1	Improving the efficiency of spending by means of results orientation
2	Democratization of civil service
3	Transfer of more powers to non-governmental organizations
4	Transparency of administrative activity
5	Reducing corruption through regulation
6	Prevention and improvement of conflict resolution methods
7	Partnership focus
8	Interactive relationships with citizens as recipients of public services

Ukraine has a strong regulatory framework for implementing this bloc. One problem - from their adoption to unconditional implementation is still a long way. Maybe this is because this legal framework has to significantly reduce this path.

It remains to add that, in the transition to a pan-European model in the public administration system, its "quality will grow not instantaneously and non-linearly" [2].

In our opinion, it is very useful to use the situational approach when choosing or changing the model of a public administration system, as proposed in [1]. It is advisable to take into account the situation assessing such situational variables as:

- state leadership (status, style, personal characteristics, experience of effective problem solving, experience of crisis management, etc.);
- the status of the country (sovereignty, geographical location, financial and political opportunities, entry into political blocs, the presence of a strong army, etc.);
- quantitative characteristics of the country (territory, population in general and employed in industry and agriculture, and others);
- the legal system and the quality of its work;
- historical development (origins and the way of its formation);
- the population mentality (religion, degree of influence, traditions, customs, etc.);
- the economic development level in the country;
- the economic openness level;

- the population income level and its uniformity on the territory in the country;
- the socio-economic stratification level;
- level of technological development;
- tax system and social transfers;
- availability of resources, opportunities for their mobilization;
- national culture;
- the state of education and science;
- the public administration context: informal contacts and structures, how do processes really take place; the correspondence of the declared and actual actions, the level of public confidence in the government, etc.

To improve efficiency in public administration systems, after choosing a particular model, one should strive for continuous and consistent improvement of its characteristics in time. At the same time, to assess the compliance with the desired state of the public administration system should be distinguished system of basic characteristics and criteria for assessing the state of such system.

In our opinion, the developed and well-developed evaluation system based on expert assessments of the public administration quality by its experts is provided by the World Bank.

The World Bank has established a classification with a certain set of characteristics and their ranges and compares the countries that fall on the selected characteristic in the same range. An example of the most significant characteristic is the level of income per capita in the country. And

then there is a comparison of other characteristics that gives a fairly complete picture of the quality of public administration in the country [1].

For comparison of public administration models, the World Bank has developed the Governance Research Indicator Country Snapshot (GRICS), which is calculated annually for more than 200 countries. It defines 6 main indexes, each of which is calculated taking into account numerous indicators. Among these indices [5]:

- Voice and Accountability, which takes into account the various aspects of political processes, civil liberties, political rights, in particular the possibility of citizen participation in elections and the independence of the press;

- Political Stability and Absence of Violence, which includes a group of measures to measure the destabilization of the government and its forced resignation as a result of terrorism, etc., which may lead to abrupt changes in the political course;

- Government Effectiveness, reflecting the quality of public services, the quality of bureaucracy, the competence of civil servants, the level of public service independence from political pressure, and the level of trust in government policy;

- Regulatory Quality, which is checked, first of all, for compliance with market relations, in particular: availability of control over the level of prices, control over the activities of banks, excessive regulation of international trade and business development;

- Rule of Law, which measures the level of citizens' trust in legislative acts and their attitude towards their implementation; the attitude of citizens towards crime, the effectiveness and predictability of the legislative system, the attachment to the contractual system;

- Control of Corruption, reflecting the perception of corruption in society, the impact of corruption on business development, the existence of high corruption at a high political level, and the participation of elites in

corruption.

The World Bank also uses other characteristics that are more focused on evolutionary changes, such as:

- the socio-economic stratification level of the population, which is calculated on the Gini coefficient;

- the unemployment rate, calculated as a percentage of the number of economically active population;

- government expenditures as a percentage of the consolidated budget of the country, calculated using indicators of "services of state administration", "public order and safety", "social security", etc.

Summing up the above, one can conclude that the development of the public administration system requires understanding of the discrepancy:

- parameters of its current and expected state in the expected period, as well as a situational vision of the priority objectives system at all levels and in the entire range in the process of the anticipated period of public administration impacts;

- the state of its functioning (directions, processes, means) to certain goals, and bringing it into line with it;

- its current and desired structure at the time of goal-setting, proceeding from certain tasks and expected functioning processes, as well as the need to carry out structural changes (structures and organizational relations in them) corresponding to them;

- characteristics of the public administration system of the best European models and bringing them in line with the latter, and, on the other hand, requires the objectification of the operation of such a system by bringing it in line with the needs of domestic public life, covering all spheres, sectors, regions, territories and relations of society;

- selection and implementation of certain strategies, as well as their information, analytical and scientific support.

Conclusions

In the article in the justification context of the choice of guidelines for the development of the public administration system identified and analyzed known models and evaluation characteristics, both domestic and foreign. On this basis, a model of public administration pan-European system,

comprising eight of its main blocks, has been formed. For the block "bringing to the general standards of public administration quality" a corresponding definite system of actions is given.

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