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POLITICAL ASPECTS OF PUBLIC ADMINISTRATION IN THE PUBLIC SECTOR OF UKRAINE

Formulation of the problem. The processes of globalization in the world economy require a special attitude to public administration, which plays a significant role in ensuring the proper functioning of society and its interaction with government. Today, when the state system of the world and the mechanisms of functioning of market systems are changing, Ukraine is trying to meet modern challenges and carry out reforms in the spheres of power and law. However, the system of public administration remains imperfect. The state bureaucracy creates a struggle for spheres of influence, public opinion is not properly taken into account in resolving issues of power, which reduces the efficiency of state structures and the ability to respond in a timely manner to the needs of society. Solving the problem of improving the efficiency of government in Ukraine, it is advisable to study the experience of leading countries and apply the best achievements in practice. Accordingly, domestic experts must take into account the real socio-economic situation and develop theoretical and methodological approaches to public administration.

Analysis of recent research and publications. Issues related to public administration in the works were considered by such researchers as A. Averyanov, G. Atamanchuk, M. Minenko, O. Obolensky, Y. Surmin and others. The works of I. Hrytsyak, V. Kovalenko, A. Kolodiy, N. Meltyukhova and others are devoted to public administration. Among the researchers of public administration we can distinguish L. Gonyukova, V. Golub, V. Kozakova, V. Rebkalov. Many works of Ukrainian and foreign scientists are devoted to the study of public risk management, including political. Among them are the scientific works of T. Aven, G. Bhatta, K. Vashchenko, J. Jenny, V. Krivoshein, E. Krokhnina, M. Power, O. Rennes, K. Hardy and others. At the same time, in domestic science little attention is paid to the relationship between the concepts of "public

administration", "public administration" and "public administration" and the justification of the need to move from the concept of public administration to public administration during the transformation processes of Ukraine.

The purpose of the article is to study the features of public administration in the public sector of Ukraine and to formulate recommendations for decentralization of management in the context of domestic reforms.

Presentation of the main research material. State power is the foundation of society's development, the regulator of its vital activity, stability, and order. And the development of society, in turn, is not possible without interaction with the authorities. The issue of the relationship between government and society is one of the most important and on the solution of which depends the stability of the democratic state as a whole.

In the context of government reform, it is important to define the essence of the concepts of public administration and administration. The Encyclopedia of Public Administration [1] states that the approach to management problems from the standpoint of "governance" is becoming more widespread not as government – government, but as "governance" – public (public) government, which involves all stakeholders: government, business, civil society. It contains the connotation of going beyond government,

"Privatization" of management functions, the transfer of a significant part of them from the government to other public actors in order to achieve better governance of society, its order and focus on achieving strategic goals. This term means the transition from understanding management as a hierarchical (vertical) control system from top to bottom to its perception as a process aimed at horizontal, network interaction, through which the direction of public actors to certain desirable or useful goals. Another is the meaning of the concept of public administration.

Administration – a type of organizational and administrative activities aimed at preparing and implementing decisions, personnel management, provision of services to the population [1].

The classical theory of management in the public sector was implemented in practice through the model of public administration; neoclassical theory of

management – through the model of public administration, the focus of which is already the person, not the organizational structure; modern management theory - through the model of new public administration (New Public Management), concerning the effective functioning of the entire system of political institutions (Fig. 1).

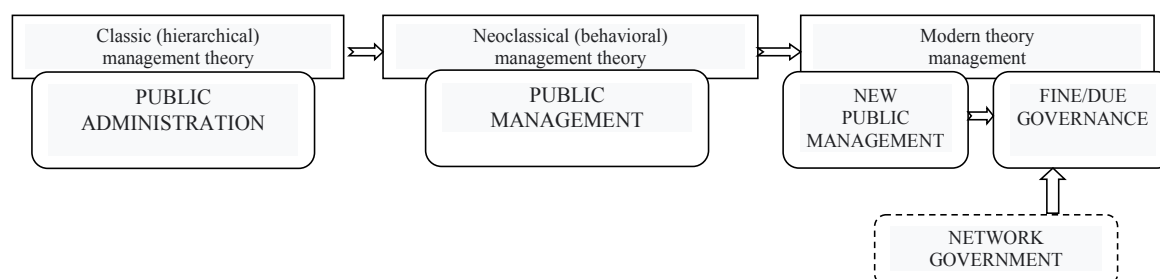


Fig. 1. Evolution of the management model in the public sector
(formed by the authors based on source [1])

According to scholars [2], public administration is "management that is carried out on the basis of the will of the community (group of people) and implemented by entities identified by the community to meet the needs and goals of the community as an object of government."

In Ukraine, unfortunately, the current system of public administration still remains inefficient, internally contradictory and corrupt. In addition, other factors are negative, such as insufficient level of transparency and openness in public administration, unclear demarcation of political and administrative spheres, insufficient professional level of civil servants, lack of a unified system for assessing their competence, low level of disciplinary responsibility, imperfect political mechanism, and administrative control in the system of public administration.

Inefficiently constructed system of public administration has its consequences: deterioration of macro- and microeconomic indicators of the state and increase of distrust in public authorities. This is a significant obstacle to positive change in society and the state. In the field of public administration, as in any field of public relations, one of the key elements influencing the functioning of the system is the human factor.

According to the public figure, Doctor of Economics Bohdan Havrylyshyn, in Ukraine, despite its current difficult situation, the quality of human capital is very high, and this factor with its reasonable use can be key in building a national system of public administration [3]. Important in this aspect are the personal characteristics of the civil servant, moral principles, personal responsibility and level of culture, inner sense of duty, observance of norms of official ethics, which in combination will be the ethics of public administration.

Improving the compliance of civil servants with the statutory general ethical norms would serve as a kind

of foundation for building public confidence in government at all levels and would help create a positive image of the entire sphere of public administration. Public administration is the management of society together with society [4]. Public administration arises as a result of a kind of social contract between the state and society, when the powers are vested in the relevant bodies and officials.

At the same time, the main bearer of power remains the people, the population of the country. Interaction of subjects of public administration and the population is provided by means of the organization of public hearings, questionnaires, carrying out focused interviews, etc. in accordance with current regulations [5, p. 90]. State regulation of the quality of human resources cannot be considered as a completely separate sphere of state influence, but only in close connection with state policy in the fields of education, health, culture, social protection and social security, environmental security, employment, etc. (Fig. 2).

Reforming the system of public administration should help optimize the functions of public authorities, the division of powers and the definition of areas of responsibility using effective management models, the implementation of which involves a new structure of relations "government – public". Priority areas are building an effective socially oriented system of public administration, the main objectives of which are to provide quality administrative services to citizens at a level that meets European standards, timely and adequate response to socio-economic, foreign policy and other challenges. Improving the quality of administrative services requires a comprehensive reform that will improve and harmonize regulations governing the mechanism of providing administrative services and ensure their simplification, including through the introduction of modern information technology.

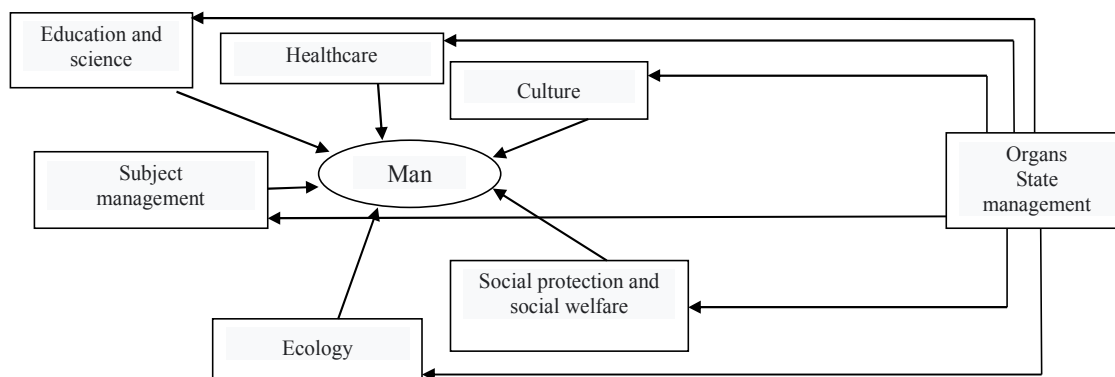


Fig. 2. Directions of regulatory influence of the state on improving the quality of human resources
(formed by the authors based on source [6])

The Concept of reforming local self-government and territorial government, adopted in April 2014, contains directions for improving the system of local government service delivery. In particular, one of the tasks of the reform is to ensure the availability and quality of public services in accordance with state standards, taking into account the need to ensure: territorial accessibility, which provides for the provision of services in the community where the person lives; adequate material and technical base for the provision of basic forms of public services (local governments must have in their available relevant premises and infrastructure); openness of information about services, the procedure and conditions of their provision; professionalism of public services [7].

The components of the stages of development of the system of providing administrative services in Ukraine are [8]: scientific substantiation of the principles, types, forms and methods of providing services by public authorities; solving a number of tasks related to the "shredding" of administrative services, ie the artificial division of one administrative service into several separate "paid services", the administration of funds, received for such services, directing all funds for administrative services to the state or local budgets, creating centers for the provision of administrative services at the city and district levels, a ban on the provision of administrative services through enterprises; improving the quality of administrative services; delegation of powers to provide administrative services to local governments and the development of centers for the provision of administrative services as integrated offices, the multi-stage transfer of services to the centers for the provision of administrative services.

An important specificity of the state approach to political risk management, but rather a significant obstacle to building an effective system of public risk management, focused on the strategy of risk acceptance as a constant, the negative impact of which can only be reduced to a safe level, is traditionally stable risk aversion by public authorities. As a tool for public policy risk management, information or risk communication refers to the actions of decision-makers to discuss risks with as many stakeholders as possible.

This ensures that all stakeholders are also aware of the risks faced by the policy maker of a particular decision or program, and that a possible policy decision or program form will reflect this level of risk awareness among stakeholders [9]. In Western democracies, according to the methodological literature, this approach is considered an extremely useful way to minimize the negative consequences of direct government action on the management of political risks at the stage of formation of public policy, ie the choice of ways to mitigate such risks, which were described above. The main advantage of risk communications as an effective ancillary method of managing political risks at the state level, especially in the early stages of public policy-making, is that it allows decision-makers to better and timely inform stakeholders about risks, as well as to implement effective data exchange between different parts of the public administration system, including on effective mitigation measures.

In general, incorrect information about the risks that arise in society, naturally leads to a vacuum of information about them, which is a major factor in the social increase of risks, ie their politicization. In particular, without proper information, society, and often state institutions of power, begin to perceive a higher level of risk than is actually present. And overcoming ingrained notions of risk, which are already widespread in the social environment, is a thankless task, with almost no chance of success [10].

In the Report on Global Competitiveness of the 2017-2018 World Economic Forum, Ukraine ranked 83rd out of 140 countries in terms of the level of competitiveness 4.0, compared to 2017, the indicator decreased by 2 positions [11]. However, in 2015, Ukraine ranked 76th among 144 countries, and therefore, for the period 2014-2018, it worsened its position in 4 of the 12 key indicators [11]. The most lost (minus 13 points) on the component "Labor market efficiency" [12].

The tendency to worsen this indicator was observed in the studies of previous years, and Ukraine worsened its position by 17 points. Also, the country suffered losses according to the innovative component of the Index - (minus 9 points), infrastructure (minus 3

points) and the component that characterizes higher education and training (minus 2 points). This result is one of the worst not only in relation to the EU and other developed economies, but also in comparison with the nearest neighbors.

Among the positive changes, it is worth noting some progress in the fight against corruption (106th place), while the government's performance indicators have significantly deteriorated – 123rd place [12].

The quality of the current legal framework of local self-government, its ability to be a solid basis for those processes that occur in the legal regulation of local self-government and are characteristic features of the current stage of development of regional socio-economic systems, in particular in the Public Administration Reform Strategy, is important in these conditions. Ukraine for 2016-2020 is about the formation of effective and efficient personnel management services in each government agency [13].

The problems of determining the method of constitutional and legal regulation of the powers of local self-government bodies are becoming especially relevant in the context of reforming the system of territorial organization of power in Ukraine. The value of the local approach to the legal regulation of the status of local self-government bodies and local law-making in general is lost, in fact depriving the subject of legal regulation.

Changes in theoretical approaches to regional and local self-government, namely the focus on territorial initiative, lead to a reorientation of policy towards decentralization, which creates the conditions for horizontal cooperation with a more detailed understanding of real problems. Emphasis is shifting from the development of physical infrastructure to the development of human potential. At the same time, there is a growing need to understand the archetype of direct democracy, to study its nature and to create the preconditions for the effective influence of the archetype on socio-political processes.

The main goal is to clearly define the region's place in the world economy and to promote the development of clusters in the sectors that have the highest potential and can support the development of other sectors. Self-sufficient growth has become a new form of regional success. The democratization of regional institutions and agencies can open them up to a wider range of actors. These trends are exacerbated by changes in the system of public administration, the abandonment of a centralized approach and unified policies in favor of decentralization.

The main motive for reforming public services in terms of approaches and mechanisms of public administration was to increase the efficiency of government in the context of meeting the needs of society in a professionally qualified government. Ukraine's desire to successfully overcome crisis situations, the focus on European values of public administration are inextricably linked with solving

problems of improving the efficiency of the system of public authorities on an innovative basis.

In this context, it is extremely important to implement initiatives on constitutional changes in the decentralization of power, the priority objectives of the Public Administration Reform Strategy of Ukraine for 2016-2020 [14]; development of a new version of the Law of Ukraine "On Civil Service" [15], which regulates the basic principles, legal and organizational principles of public service.

However, their successful implementation is hampered by a wide range of pressing painful issues that hinder the timely, large-scale and high-quality implementation of certain innovations. In particular, this is a rather low level of readiness of civil servants for innovation; pronounced in their environment educational heterogeneity with a small percentage of professionals with special education in public administration. In addition, it should be noted the inadequate level of development of innovation culture, the lack of trained leaders of the reformist type, as well as a common resistance to innovations such as "competence incompatibility" [16].

Corruption in the economy is caused by inefficient management of the economy, inconsistency of proportions, when regulation is either too much or too little. Experts from the World Bank, more closely associated with the reform of economic and social resource management, in 1992 named three aspects that affect the type of governance in the country: the type of political regime; the process by which power is exercised for the purpose of development in the management of economic and social resources; the government's ability to formulate policy and ensure its effective implementation. Controllability in society is determined by certain indicators, in particular: the intensity of demand for public policies, ie how satisfied the community is with services and changes in regulations; the intensity of political conflict and the ability to resolve it proportionately and meet public demand; such as obstacles to meeting society's demands, in particular whether they are the result of chronic problems or outdated structures. Thus, most modern concepts of public administration are characterized by the development of new mechanisms of relations with society, politicians and citizens. The complication of the social structure of society, the transformation of civil society into an essential factor in the political life of society forces us to look for new mechanisms of relations between government agencies and the population and organizations that express different interests. Development is taking place in two directions: on the one hand, efforts are being made to improve the quality of services provided by the state to the population, in particular in education, health care, social insurance, etc., on the other hand, new mechanisms are being formed to involve citizens in the process of making and implementing government decisions. This contributes to the efficient use of

resources to solve social problems, more accurately define public policy priorities and meet the rights of citizens to professional, capable and responsible government. The principles of modern European governance in their applied dimension determine the emphasis on organizational principles that ensure clarity and effectiveness of management procedures based on the competence and responsibility of civil servants.

Conclusions. Public administration by its nature is aimed at achieving the ultimate goal of the mechanism of public administration – the effective implementation of rights, freedoms and legally protected interests. Human activity, as a bearer of rights and freedoms, is characterized as lawful and active if there is a direct realization of rights and freedoms. And the activity of state bodies is manifested through the implementation of functions – protection, defense, control, law enforcement functions and so on. At the same time,

public administration is characterized by its internal expression – that is, public administration is carried out in relation to the system of bodies and institutions of the state, the objects of state ownership. The object of public administration is the state apparatus itself, which in turn is built and designed to carry out public administration as an external function, thus providing a public service to the society that created this state and the beneficiary and bearer of power in respect of which it is. The system of public administration in Ukraine today is not very effective due to a number of problems that exist in this system. To solve them, first of all it is necessary to better implement administrative and political functions in the executive branch, voluntarily follow the established democratic principles, such as rule of law, legality, openness, transparency, efficiency, effectiveness, efficiency, accountability, accountability and responsibility.

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Болотіна Є. В., Шубна О. В., Кваша А. П., Мельченко В. І. Політичні аспекти публічного адміністрування в державному секторі України

У статті розкрито основні теоретичні засади публічного адміністрування. Досліджено етапи становлення й розвитку публічного адміністрування. З'ясовано, що публічне адміністрування, як система державного управління в Україні, потребує реформування в умовах ринкової економіки та демократизації суспільства. Розглянуто основні проблеми формування та розвитку системи публічного адміністрування в умовах відповідності європейському політичному тренду інтегрованості публічного та особистісного чинників, розширення сфери впливу держави при максимізації прав і свобод, абсолютизації адміністративного чинника суспільних трансформацій. Встановлено, що публічне адміністрування: реалізує рішення органів влади; застосовує демократичні, публічні, ліберальні форми та методи управління суспільним, соціальним та економічним розвитком країни. Визначено основні чинники, що вплинули на появу в багатьох країнах світу такої нової форми управління у державному секторі, як публічне адміністрування. На основі осмислення особливостей еволюції моделі управління в державному секторі обґрунтовується необхідність впровадження у науковий обіг поняття «публічне адміністрування». Запропоновано рекомендації щодо децентралізації управління в контексті вітчизняних реформ підвищення ефективності системи органів публічної влади на інноваційних засадах. У цьому контексті надзвичайно важливим є втілення ініціатив щодо конституційних змін з децентралізації влади, пріоритетних завдань Стратегії реформування державного управління України на 2016–2020 роки; розроблення нової редакції Закону України «Про державну службу», що регулюють основні принципи, правові та організаційні засади функціонування публічної державної служби.

Ключові слова: публічне управління, публічне адміністрування, державне управління, еволюція моделі управління у державному секторі, суспільство, влада, децентралізація, держава.

Bolotina Ye., Shubna O., Kvasha A., Melchenko V. Political Aspects of Public Administration in the Public Sector of Ukraine

The article reveals the basic theoretical principles of public administration. The stages of formation and development of public administration are studied. It was found that public administration, as a system of public administration in Ukraine, needs to be reformed in a market economy and democratization of society. The main problems of formation and development of the system of public administration in terms of compliance with the European political trend of integration of public and personal factors, expanding the sphere of state influence while maximizing rights and freedoms, absolutization of the administrative factor of social transformations are considered. It is established that public administration: provides implements the decisions of the authorities; applies democratic, public, liberal forms and methods of managing the social, social and economic development of the country. The main factors that influenced the emergence in many countries of the world of such a new form of government in the public sector as public administration.

Based on the understanding of the peculiarities of the evolution of the management model in the public sector, the need to introduce the concept of "public administration" into scientific circulation is substantiated. Recommendations for decentralization of management in the context of domestic reforms to increase the efficiency of the system of public authorities on an innovative basis are offered. In this context, it is extremely important to implement initiatives on constitutional changes in the decentralization of power, the priorities of the Public Administration Reform Strategy of Ukraine for 2016-2020; development of a new version of the Law of Ukraine "On Civil Service", which regulates the basic principles, legal and organizational principles of public service.

Keywords: public administration, public administration, public administration, evolution of the management model in the public sector, society, power, decentralization, state.

Болотина Е. В., Шубная Е. В., Кваша А. П., Мельченко В. И. Политические аспекты публичного администрирования в государственном секторе Украины

В статье раскрыты основные теоретические основы публичного администрирования. Исследованы этапы становления и развития публичного администрирования. Выяснено, что публичное администрирование, как система государственного управления в Украине, нуждается в реформировании в условиях рыночной экономики и демократизации общества. Рассмотрены основные проблемы формирования и развития системы публичного администрирования в условиях соответствия европейскому политическому тренду интегрированности публичного и личного факторов, расширения сферы влияния государства при максимизации прав и свобод, абсолютизации административного фактора общественных трансформаций. Установлено, что публичное администрирование: реализует решения органов власти; применяет демократические, публичные, либеральные формы и методы управления общественным, социальным и экономическим развитием страны. Определены основные факторы, которые повлияли на появление во многих странах мира такой новой формы управления в государственном секторе, как публичное администрирование. На основе осмысления особенностей эволюции модели управления в государственном секторе обосновывается необходимость внедрения в научное обращение понятия «публичное администрирование». Предложены рекомендации относительно децентрализации управления в контексте отечественных реформ повышения эффективности системы органов публичной власти на инновационных началах. В этом контексте чрезвычайно важным является воплощение инициатив относительно конституционных изменений по децентрализации власти, приоритетных задач Стратегии реформирования государственного управления Украины на 2016-2020 года; разработка новой редакции Закона Украины «О государственной службе», что регулируют основные принципы, правовые и организационные основы функционирования публичной государственной службы.

Ключевые слова: публичное управление, публичное администрирование, государственное управление, эволюция модели управления в государственном секторе, общество, власть, децентрализация, государство.

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