

Efficiency of functioning of the system of public administration

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Abstract. The functioning of the system of public administration in the unity of the main components is considered: the development of the system of the state executive bodies and the system of local self-government which form the goals of state development and ensure their achievement; self-development of public authorities through interaction with civil society and other agents influencing decision-making in public administration. The dependence of the efficiency of functioning of the public administration system on the capacity of the system of state executive bodies and the system of local self-government and their ability to analyze and summarize the needs of society, formulate realistic goals, achieve a definite result within the set deadlines with observance of evaluation criteria. The causal relationship between needs, goals, processes and outcomes in the public administration system is investigated. The role of needs and values for the formation of dedication to public servants has been clarified. The relationship between the efficiency of the functioning of the public administration system and the process of administrative decision-making has been established by defining the main goals and harmonizing the goals of different levels of public authorities. The importance of the process of adhering to clear theoretical foundations in the study of public needs, the definition of realistic goals of meeting these needs by creating such a structure of public authorities, endowed with appropriate functions, which could ensure a continuous process of making and implementing effective management decisions are investigated. The types of goal setting (competitive, value, passive) and goal setting principles that must be taken into account to ensure the effectiveness of the public administration system are considered.

The process of state formation and development is a dialectical unity of four major components: the first is the development of systems that form ideals and views of development; the second is the realization of these ideals and ideas in people's activities aimed at improving their lives; the third is the self-development of the institutions of power when people become functionaries of these institutions; the fourth is a change in the ways in which societies and individuals interact in relation to the influence on the government. Typically these components are seen as relatively independent elements of the process of state formation but in all these processes the important role of public authorities, their activities and the focus on achieving socially important for the country goals are viewed [1, p. 218].

The development of the system of public administration, which includes the totality of bodies of state executive power and the system of local self-government, the totality of subjects and objects of public administration, as well as the relationship among them, is inextricably linked to the ability of this system to meet the needs of society and every

20 November 2020

individual citizen. The main factors of effectiveness are consistency of goals with the results obtained and the consequences of the adopted and implemented management decisions for the interests of the state and citizens.

The effectiveness of the process of ensuring the functioning of the public administration system depends on the capacity of the system of state executive bodies, the system of local self-government, the state of society, the level and activity of civil society. The efficiency of operation, first of all, is determined by the mode of operation in which management is carried out. It can be either normal or emergency mode.

Under the normal mode of functioning of the public administration system the basic needs are systematically and comprehensively studied. On the basis of this studying goals are formed, appropriate management processes are developed, and the determined by the goals result is achieved.

Implementation of the methodological support process of management in public authorities is actual under the emergency regime of functioning of the public administration system, which arises under the change of the properties, composition and structure of the constituent elements of this system, such as optimization of activity of state executive bodies of higher, central and local levels in Ukraine, a radical change of approaches to the functioning of the local self-government system with changing of powers, functions, tasks related to the processes of decentralization of government and territorial organization of power, the formation of civil society and creation of new institutions that significantly affect the formation and implementation of decisions in the system of public administration.

In the scientific environment it is customary to understand the system as a set of objects that possess certain properties, and a set of relationships among objects and their properties, or as a set of selectively-attracted components in which interaction and relationships acquire the character of mutual support of the components in obtaining a focused useful result. Thus the very concept of the system includes the "system-forming factor" which can be followed in the system theory. This factor is in the fact that it is the involvement of system elements or selection from the existing set occurs before and during the process of forming a goal based on the initial need (Fig. 1).

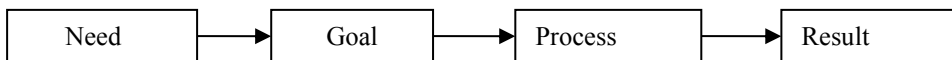


Fig. 1. Causation in the public administration system

As we can see from Fig. 1 the need is a causal systemic factor, and the goal is a functional factor. However, in a human-centered approach to public administration, the need is something that objectively binds a person (and generally all living things) to the external environment as a determining condition for ensuring his or her viability and existence. There is an expression that belongs to the outstanding philosopher of the ancient times Plato. It is "As we see, it / the state / is created by our needs." Public administration is aimed at harmonizing and comprehensively meeting the needs of different segments of society. The need is the driving "spring" of behavior and consciousness determined by the dependence on the outside world, the subjective world, its needs in such subjects and conditions which are necessary for normal life, for self-affirmation and development. A goal is defined as an option to meet the existing need. It is selected in advance from a number of alternatives based on specific knowledge, or as a cumulative view of some model of future output that can meet the initial need with real opportunities assessed on the basis of experience. The choice of goals is the most important and challenging task for the management activity of the public authority bodies, since it is a complex, multi-circuit, non-linear feedback system and an open dynamic system with significant external influence.

20 November 2020

Since the aim of the public administration system is its desired future state, then depending on who shapes that aim (the state executive bodies, local self-government bodies, civil society, or it is a variant agreed upon by all stakeholders), the aim will be different from the ideal aspirations that express an active consciousness of individuals or social systems towards specific goals-results.

The aim of the Program of Activities of the Cabinet of Ministers of Ukraine is to achieve the priority goals of development of all spheres of life of society so that Ukrainians could live longer, safer, wealthier and happier. Thus all public authorities from the local council at the level of the territorial community to the higher state executive body are obliged to provide the achievement of these goals within the limits of the legally defined powers.

Since goal setting is a crucial step in the management process, it must be borne in mind that goals cannot be overstated, because it will be impossible to reach them. They cannot be underestimated either, because development of the object of management is then hindered. In the first case, the authority of public authorities may be undermined by failure to fulfill promises and, in the second, by improper activity or inaction.

Goals are the expected results of the condition of the management object, the guidelines for its functioning and development for a certain period. To go into this state, you must act, function in a certain way. Therefore, for certain purposes the management entity plans and organizes certain actions and functions for the implementation of their management object. There is a well-known principle of conditionality of the functions and actions of the object managing its goals. But the functions are the transformation of the goals into action, and these actions must be performed by certain organizational structures. That is why the materialization of the ideas takes place, as well as there is the process of binding of programs, plans, tasks to specific public authorities, which will implement them in their activity. Thus a certain methodological chain is being emerged: the goal functions the structure, which reminds us of two more principles. Firstly, it is the principle of conformity of form and content, or the principle of conditionality of the structure of the object of management to its functions. Secondly, it is the A. Chandler's principle, i.e. the one where "strategy defines structure", or the principle of conditionality of the structure of the managed object to its strategic goals (mission). When changing the strategy of development of the managed object it is necessary to align its structure with it [2, p. 8]

On the basis of the sequence of application of these principles it is possible to apply the scheme of methodological support of the cycle of the process of management developed by V. Bakumenko, as shown in Fig. 2. This methodological scheme should be considered as a projection of scientific and methodological support for the cycle of the management process in public authorities.

20 November 2020

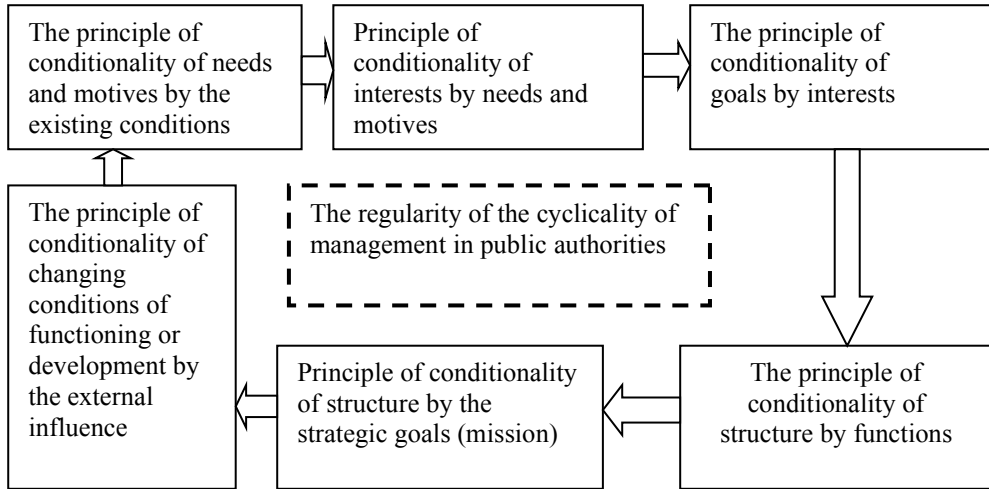


Fig. 1. Scheme of methodological support of the cycle of management process in public authorities

This scheme clearly indicates the importance of the process of clear theoretical foundations in the studying of public needs, the definition of realistic goals for meeting these needs by creating a structure of public authorities with appropriate functions that could ensure a continuous process of decision-making and implementation of effective management decisions.

Methodological support for the cycle of governance in the public authorities is based on the goals setting, as the goals add a directional vector and orient the actions of public authorities towards achieving the intended result, determined by the evaluation criteria. Subsequently, state executive bodies and local self-government bodies respond and act in accordance with the set goals and criteria for their achievement. This is an extremely complex process, since it involves a huge amount of organizational, informational, analytical and other work of all public administration bodies, without taking into account the imperfection of the governance structure. The structure of local governments in the united territorial communities can serve as an example, since it is neither legally regulated, nor verified in practice, as it is a new entity at local level with unprofitable links of engagement, subordination and resource provision. However, despite new approaches to the activity of all public authorities in Ukraine without exception in achieving the country's development goals it is necessary to strictly adhere to the principles of goal setting including the principle of limiting of the goals and unity of the goals, the principle of measurable goals, selectivity, specificity, etc. The implementation of these principles by public authorities is the key to the effectiveness of public administration. It should be noted that any public authority means people above all, i.e. work of people is aimed at practical realization of the tasks and functions of the state.

The founder of the goal-setting theory E. Locke paid his attention to the fact that the concept of needs and values is more fundamental in labor motivation and along with the knowledge and attitudes of the individual can be seen among the factors which determine goals. A huge role is given to people's devotion to the cause. Devotion is seen as the commitment or intention of the individual to achieve the goal regardless of its origin. In case of the absence of commitment to specific goals goal setting will not work. Scientific experiments show that commitment is the mediator in the relationship between goal and activity, and that commitment to the goal has a significant influence on achieving it.

20 November 2020

By E. Locke's definition of job satisfaction, it is a "pleasant, positive emotional state that comes from evaluating one's work or experience" [3, p. 144]. Job satisfaction is the result of the employee's perception of how well his job provides important in his opinion things. There are three the most important parameters of job satisfaction. Firstly job satisfaction is an emotional response to a work situation. In its pure form it cannot be seen, it can only be felt. Secondly job satisfaction is often determined by how well the work results meet expectations. For example, if public officials find that they work much more than other employees of this authority but receive less, they are more likely to have a negative attitude towards their work, manager and staff. They will feel dissatisfaction. On the other hand, if they see that they are treated well and provided financially their attitude towards work will be positive. They will enjoy their work. Thirdly, other installations appear due to the work satisfaction. In particular: 1. *Work itself*. These are the degree of offering interesting tasks to a person, the opportunity to learn something new and to feel responsibility for the task. Studies show that job content and autonomy when doing it are two of the most important motivational factors associated with work. Other important components of job satisfaction are interesting and challenging work, tasks that leave no time for boredom, and activities that provide some status to the person. 2. *Payment*. The amount of remuneration paid for the work and how it relates to the remuneration received by other employees of the public authority. Usually employees perceive their salaries as reflecting of the evaluation of management of their contribution to the work of a public authority. 3. *Possibility of promotion*. 4. *Leadership*. It is the ability of a leader to provide both technical and moral support. There are two main leadership parameters that affect job satisfaction and are related to leadership. Firstly, it is the orientation of the leader towards the public servant, which can be measured by the degree of the manager's interest in the prosperity of his subordinates. Typically, this interest is expressed in the fact that the manager checks the activities of his subordinate, advises concerning the work activities, provides assistance, as well as whether the communication at the official and personal levels takes place. That is, feedback is very important. Secondly, the next parameter is involvement or influence. It illustrates the activities of those executives who allow their employees to participate in decisions that are directly relevant to the work. In most cases, this approach leads to increased job satisfaction. 5. *Employees*. It is the level of literacy of public servants and the level of their social support. Job satisfaction is desirable both from the perspective of the individual worker and society as a whole. However, numerous studies have found no direct link between job satisfaction and performance. In addition, it should be noted that the job satisfaction of a public servant differs depending on the type of goal setting in the public administration system. There are competitive, value and passive targeting distinguished by the scientists. For example, competitive goal-setting is based on the formulation of goals based on comparisons with other public entities depending on interests. At the same time value goal-setting is distinguished by three initial positions: from the position of vision, from the position of mission and from the position of values.

The passive targeting peculiar for the public administration in Ukraine is based on the formulation of goals based on objective needs or under the pressure of external circumstances. Within this type several subtypes are distinguished depending on the degree of goal setting independence: on tasks, on needs, on threats, on problems.

The transition from situational public administration to the effective one implies objective, conditioned, rational, and substantiated public management. It is important to build a tree of public administration goals, in which strategic, operational and tactical goals, final and intermediate, local and general, short, medium and long-term, are consistent, combined and logically coherent. It is important to connect them with resources, tools, methods and forms of implementation.

20 November 2020

It should be noted that the functioning of all mechanisms in the comprehensive system should correlate with the set goals and objectives, their coherence and the interrelation among each other and with every separate structural element. Therefore, public administration actors should constantly monitor internal and external factors, timely identify problems, and take managerial decisions based on systemic approach, use scientific and special methods under the changing internal and external environment [4, p. 154].

Thus the goal setting should be the basis for the adoption of all public decisions of public authorities (from annual programs of socio-economic development of territorial communities to strategic documents of state development) and ensure the implementation of the unified, legislatively defined goals of the state by all public administration bodies. However, as practice shows, without proper control over the process of achieving the goals, the efficiency of the public administration system is reduced. This is explained by the fact that state executive bodies and local self-government bodies do not fully control their activities, which is related to the consequences of imperfect electoral process, changes in the structure of all public authorities, decentralization of management, insufficient number of public servants at all levels of government, able to analyze, summarize, plan the activities of public authorities. Therefore, civil society control is imperative to ensure the effectiveness of the public administration system.

In general, for the effective functioning of public administration it must be borne in mind that management in general is an ancillary activity in relation to a particular type of core activity and is regarded as an integral part of it. If the aim of the core activity is to achieve a certain result, then the goal of administration is to achieve that result. As a rule, these details are not taken into account, and the overall aim for both the core activity and its administration is assumed.

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