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THE MODERN CONCEPT OF PUBLIC MANAGEMENT EVALUATION

СУЧАСНІ КОНЦЕПТИ ОЦІНЮВАННЯ ПУБЛІЧНОГО УПРАВЛІННЯ

Urgency of the research. Effective public management is a main prerequisite for achievement a high level of socio-economic development of the country and an important direction in ensuring the optimal forms of interaction between public institutions and strengthening confidence in public authorities.

Target setting. Assessing the effectiveness of public management requires a holistic approach that will help to take into account the results of public authority activities and the peculiarities of interaction between the main social institutions.

Actual scientific researches and issues analysis. Theoretical and applied aspects of evaluating the effectiveness of public management are laid down in the writings of such scholars as J. Micklethwait, A. Wooldridge, S. Denning, H. Goran, K. Julius, S. Pollitt, G. Bouckaert, V. Bakumenko, V. Berezhnyi, P. Matviyenko, N. Nyzhnyk, V. Reshota, O. Rudenko, O. Sergeeva and others.

Uninvestigated parts of general matters defining. By the level of methodology studies of new approaches regarding the choosing of parameters of functioning effectiveness of public authority, adapted to the current trends of the economic process in the country, are still relevant.

The research objective. The aim of this scientific work is to identify and systematize the main approaches to the evaluation of public management, clarify the peculiarities of their application within the framework of the modern economic development.

The statement of basic materials. Authors analyzed and summarized the experience of evaluating the effectiveness of public management from the standpoint of the main criteria and methods. The importance of determining the quality and efficiency of public management in order to identify the criteria of citizens' satisfaction with the current system of public authority is emphasized. With the goal of expanded presentation, the prospects for applying the criteria and models of public management evaluation in the system of state management are outlined.

Conclusions. The proposed approach to the evaluation of effectiveness of public management will improve the application of basic methods and criteria for overcoming socio-political and economic contradictions in the modern economic development, which is especially important in the conditions of economic, social and political instability of the environment functioning.

Keywords: Public Management; Public Governance; Good Governance; evaluation of Public Management; Model of Public Authority assessment.

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Актуальність теми дослідження. Ефективне публічне управління є основною умовою досягнення високого рівня соціально-економічного розвитку країни та важливим напрямом забезпечення оптимальних форм взаємодії між суспільними інститутами і зміцнення довіри до публічної влади.

Постановка проблеми. Оцінювання ефективності публічного управління потребує цілісного підходу, що сприятиме врахуванню результатів діяльності публічної влади та особливостей здійснення взаємодії між основними суспільними інститутами.

Аналіз останніх досліджень та публікацій. Теоретичні та прикладні аспекти оцінювання ефективності публічного управління закладені у працях таких вчених як: Дж. Міклсвейт, А. Вулдрідж, С. Деннінг, Х. Горан, К. Юліус, С. Поллітт, Г. Букерт, В. Бакуменко, В. Бережний, П. Матвієнко, Н. Нижник, В. Решота, О. Руденко, О. Сергєєва та інших.

Виділення недосліджених частин загальної проблеми. Актуальними залишаються дослідження нових за рівнем методології підходів щодо вибору параметрів ефективності функціонування публічної влади, адаптованих до сучасних тенденцій економічного процесу в країні.

Постановка завдання. Метою цієї наукової роботи є виявлення та систематизація основних підходів до оцінювання публічного управління, з'ясування особливостей їх застосування в межах розвитку сучасної економіки.

Виклад основного матеріалу. Авторами проведено аналіз та узагальнено досвід оцінювання ефективності публічного управління з позицій основних критеріїв та методик. Наголошено на важливості визначення якості, ефективності публічного управління з метою виявлення критеріїв задоволеності громадян чинною системою публічної влади. З метою розгорнутого представлення окреслено перспективи застосування критеріїв та моделей оцінювання публічного управління в системі державного менеджменту.

Висновки. Запропонований концепт оцінювання ефективності публічного управління дозволить удосконалити застосування основних методик та критеріїв для подолання соціально-політичних та економічних суперечностей розвитку сучасної економіки, що особливо важливо в умовах економічної, соціальної та політичної нестабільності функціонування зовнішнього середовища.

Ключові слова: публічне управління; публічна влада; ефективно врядування; оцінювання публічного управління; модель оцінювання публічної влади.

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Urgency of the research. The development of civil society in Ukraine requires the formation of perfect institutions and an appropriate institutional environment. As evidenced by tendencies of recent years, under the influence of the search of optimal forms of interaction between social institutions in the conditions of globalization, the political and economic development of many world countries-leaders is changing, and forms of public management evolve. More and more European countries are implementing the principles of a new form of public administration, called "Good Governance", and which raises the requirements for the effectiveness of public authorities. The outline becomes today a particular challenge for the development of the national economy taking into account the Ukraine's choice of the European integration direction of development. At the same time, the national economy has accumulated a significant range of socio-economic contradictions, because of which the negative public perception of public authority as an effective institution for their overcoming was formed. Therefore, the evaluation of effectiveness of public administration becomes particularly relevant in modern scientific research.

Target setting. Assessing the effectiveness of public management requires a holistic approach that will help to take into account the results of public authority activities and the peculiarities of interaction between the main social institutions. By the level of methodology studies of new approaches regarding the choosing of parameters of functioning effectiveness of public authority, adapted to the current trends of the economic process in the country, are still relevant.

Actual scientific researches and issues analysis. The search of criteria for evaluating public management is paid considerable attention in the scientific literature given the dynamism of social development. In particular, the necessity of changing the criteria for evaluating the authorities and understanding the role of the state in general social development because of the evolutionary preconditions for the formation of a modern welfare state model was emphasized in their studies by J. Micklethwait and A. Wooldridge [1]. On the importance of a radical change in the paradigm of society's development towards more effective management and ecosocial responsibility on a global scale points out S. Denning [2]. The search of adequate models of public administration in view of new social challenges, the importance of social criteria for evaluating public authority are devoted to the works of H. Goran and C. Julius [3]. About significant results of the experience of highly developed countries of the European Union and the USA in terms of expanding public administration, liberalization of state power, establishment of participative, partnership interaction between the authorities at all levels of management point out C. Pollitt and G. Bouckaert [4].

Some aspects of improving public management, methodological principles for evaluating public authority were also studied by domestic scientists, in particular: V. Bakumenko, V. Berezhnyi, N. Nyzhnyk, V. Reshota, O. Rudenko etc. Consideration and generalization of foreign experience of evaluation of public authority from the standpoint of the main methods for determining its quality, proper level and effectiveness for the purpose of implementation in practical activities is devoted to the researches of O. Sergeyeva [5] and P. Matviyenko [6].

Uninvestigated parts of general matters defining. The mentioned context of the outlined modern researches of scientists and experts is confirmation of the importance of our chosen research problem and its practical significance for the development of the Ukrainian economy. Taking into account sufficiently thorough scientific advances concerning knowledge of the nature of public management, the main evaluation parameters of the functioning effectiveness of the investigated phenomenon for economic development remain not fully discovered and studied, and it necessitates additional research.

The research objective. The aim of this scientific work is to identify and systematize the main approaches to the evaluation of public management, clarify the peculiarities of their application for overcoming the socio-political and economic contradictions in the development of the modern economy.

The statement of basic materials. The development of the modern Ukrainian economy is characterized by significant sectoral imbalances, lack of financial resources at the state level, and inflationary processes, which causes the excessive uncertainty at different levels of the economy. The outlined problems are largely aroused by the military conflict in the East of Ukraine, but also sufficiently caused

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by unsustainable fiscal policy, lack of domestic sources of financing for economic development, and also as a whole inadequate public management efficiency.

Confirmation of the outlined problems of Ukraine's development are tendencies of general macroeconomic indicators that make it possible to characterize the prospects for the development of the national economy as uncertain.

One of the basic indicators of economic assessment is a value of gross domestic product (GDP). Comparison of real GDP per capita and gross external debt (GED) per capita shows the ineffectiveness of government decision-making at the state level not only with regard to the use of external borrowing, but also the use of domestic potential of the country (Fig. 1). However, thorough research is required to substantiate such conclusion. This means that it is extremely difficult to assess the effectiveness of public administration only with the help of certain individual macroeconomic, social or any other indicators.

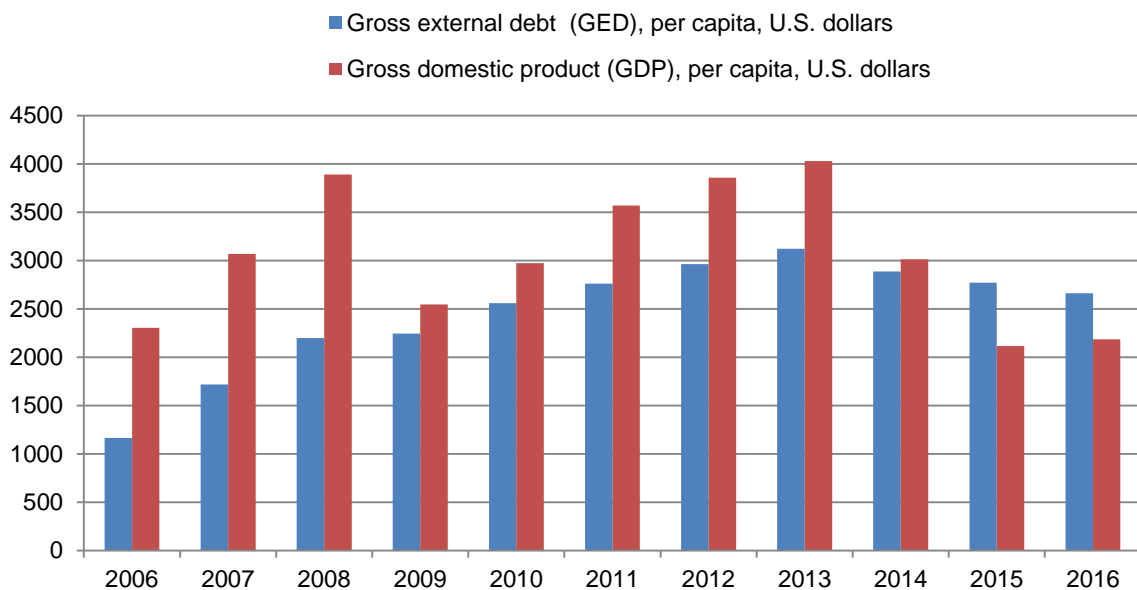


Fig. 1. Dynamics of the ratio of gross external debt (GED) and gross domestic product (GDP) per capita in USD in the period 2006-2016 years in Ukraine

Source: calculated and compiled by the authors on the basis of data of the Ministry of Finance of Ukraine: <https://index.minfin.com.ua/index/debt/>

First of all, the matter is fact that "effectiveness of public management" is much more complicated and multi-dimensional concept, in the basis of its assessment is a significant range of economic, social, political and other factors, and also causal relationships between them, which is significantly complicates the use of quantitative analysis methods. Complexity of evaluating the effectiveness of public management is also ambiguous in determining its result.

As a result, for today there are no well-defined criteria for evaluating the effectiveness of public management among scholars. At the same time, the research made it possible to generalize developed by science and practice a significant methodology of such evaluation, presented by the relevant criteria and integral models (Tab. 1).

The most common indicator for assessing qualitative changes in the field of public management in world practice is the indicator GRICS (Governance Research Indicator Country Snapshot). Fig. 2 shows the dynamics of the indicator GRICS from 1996 to 2016 in Ukraine. The data is presented in percentage terms and reflects the rating place of Ukraine among the world countries.

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Table 1

Main approaches to the selection of criteria and model for evaluating the effectiveness of public management

Approach for evaluating 1	Content of evaluation 2
The approach based on the model of "management of goals": comparing real results and costs with alternative management objectives (values) (G. Simon, D. Smithburg and V. Thompson; O. Obolenskyi)	Estimation throughout the cycle "goal (value) - output (result)" which includes: the definition of goals, the choice of methods of evaluation, the formation of the resource-cost component, the assessment of achievement of the final results
The approach based on the model "input-product", and the criteria of effectiveness are allocated according to managerial, political and legal approaches (D. Rosenblum)	Criteria of managerial approach: technical effectiveness, economic efficiency and economy. Criteria for political and legal approaches: representativeness, ensuring equality of all individuals and social groups before the law; abidance of appropriate procedure for the consideration of cases and the implementation of procedural law
The approach based on the model of "achievement of goals", including indicators of economic and social efficiency (B. Rayzberg; G. Atamanchuk, A. Babashkina)	Economic efficiency (the rate and extent of growth of national wealth, calculated by United Nations methodology; the level of productivity, correlated with the global parameters for its respective types of gross product and budget revenues; international comparisons of national economies, correlation of actual and threshold indicators of economic security etc.). Social efficiency (the level of social welfare per capita and the distribution of incomes of different categories of the population, and also in comparison with the standards of developed countries; orderliness, security and reliability of social relations, their reproduction with an increasing positive result; inscreasing income and living standards of the population, accessibility of social benefits, employment provision, satisfaction of social queries, life expectancy etc.)
The approach based on the formation of a consolidated integral index for the purpose of international comparisons and the determination of the country's rating (global indicators of international organizations)	Corruption Perceptions Index, Ratings of Openness of Budgets, Public Data Ratings, Transperency International, Doing Business, Global Competitiveness, Index of Economic Freedom, Legatum Prosperity Index, Bloomberg's Innovation Index ranks countries, KOF Index of Globalization etc.
GRICS (Governance Research Indicator Country Snapshot)	Includes 6 indices, which in a complex characterize the system of public authority (the right to vote and accountability; political stability and lack of violence; government efficiency; quality of legislation; the rule of law; control of corruption)
WBES (The World Business Environment Survey)	Includes indices that in a complex characterize the institutional environment of public authority in the context of business-state interaction: business climate, quality of regulation, corruption, quality of public services
BEEPS (The Business Environment and Enterprise Performance Survey)	Includes indices that in a complex characterize the business-state interaction in transition countries: quality of management, business climate, competitive environment, level of corruption
CLEAR (Corruption, Legal, Economic, Accounting, Regulatory)	Non-transparency index, which gives an assessment of the following directions: Corruption, Legal, Economic, Accounting, Regulatory

Source: created by the authors based on [5-6]

Fig. 2 confirms the significant omissions of the current institute of public authority in relation to the control of corruption, rule of law and political stability in society. Under such conditions, there is an objective need to establish a close link between public institutions, improve the quality of public administration and improve the evaluating the effectiveness of public governance by the community.

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At the same time, identification the criteria for evaluating the public management is a complex and multifaceted problem.

Criticizing the effectiveness of public authority the winner of 2000 Nobel Prize in Physics Zh. Alferov (Alferov Zh., 2013) [7] notes: "... if a citizen is forced to pay for education and medical care, to accumulate the pension from his own funds, to pay completely for housing and utilities, at a market price, then why do I have such a state?! What miracle do I have to pay taxes and keep a crazy army of officials? If the state drops this care for us, let it disappears, and it will be much easier for us!"

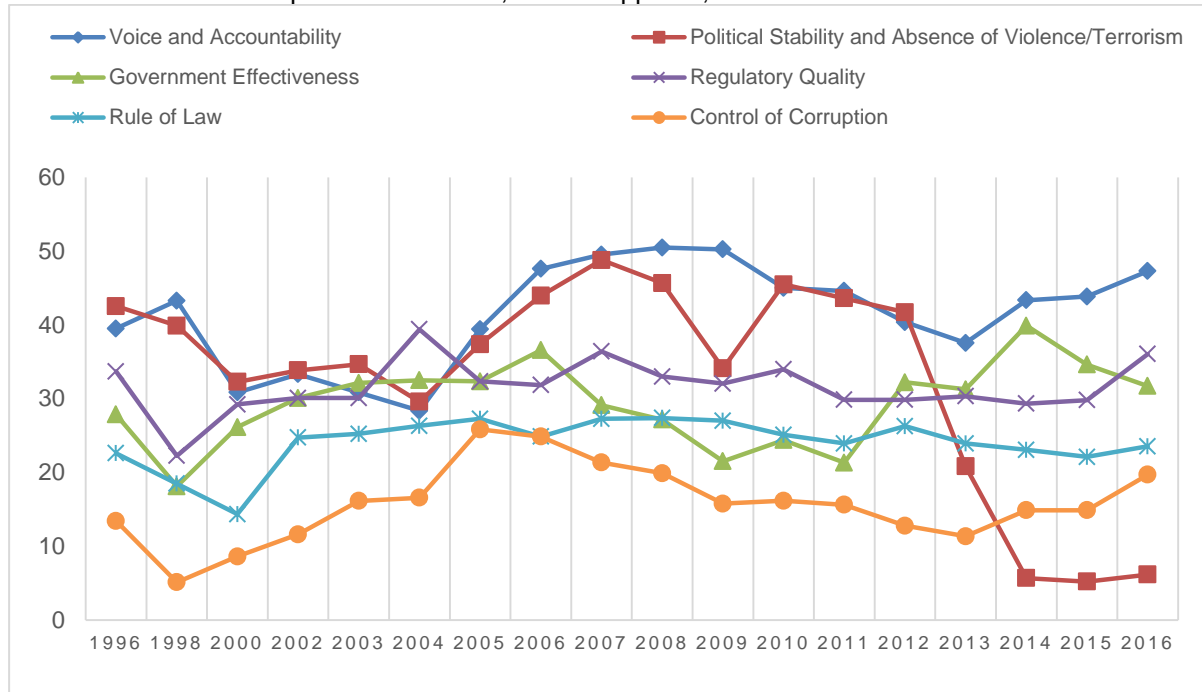


Fig. 2. Dynamics of the indicator of public administration GRICS in the period 1996-2016 years in Ukraine

Source: calculated and compiled by the authors based on: <https://data.worldbank.org/data-catalog/worldwide-governance-indicators>

According to this goal, a general model of public management evaluation should be considered from the standpoint of the concept of the functioning effectiveness of each administrative body and official in the direction of determining the reality of managerial influences, their focus on welfare and development of society. The main criterion for evaluating such a model is the correlation between managerial decision (result) and the effect that society receives from its implementation in the long term (Fig. 3).

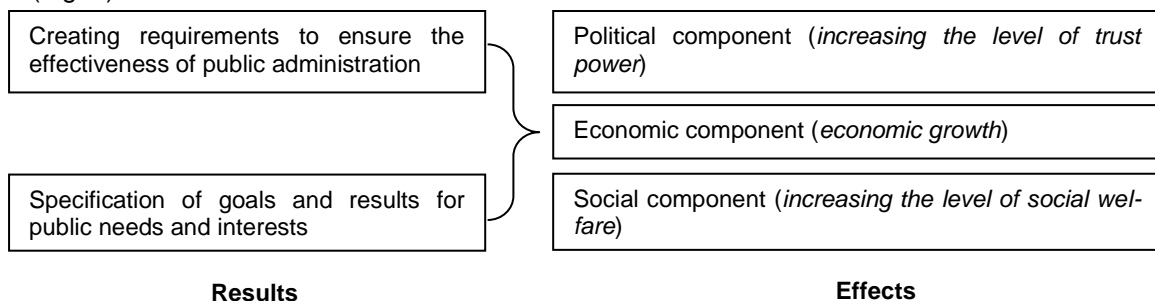


Fig. 3. Results and long-term effects of the implementation of public management model evaluation

Source: created by the authors

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Conclusions. For today, a significant scientific basis for the study of the conceptual foundations of the public management evaluation was formed, but no general criteria and models for the objective assessment of the effectiveness of public authority have been yet developed. In connection with this, there is a need to develop universal modern concepts for assessing the effectiveness of management activities both at the state level as a whole, and each administrative body and official from the standpoint of their focus on welfare and development of society. The proposed concept will allow improving the scientific and methodological basis of conducting socio-economic reforms in the public sector in Ukraine.

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