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ANALYSIS OF THEORETICAL APPROACHES TO DETERMINING THE EFFECTIVENESS OF PUBLIC ADMINISTRATION

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Modernization of the public administration system is inextricably linked to the definition of the optimal parameters that contribute to the formation of public administration as an open, dynamic social system. Forming an effective model of governance requires a comprehensive analysis of the relationship between the political system, the state authorities, civil society institutions, social and economic standards, and socio-cultural norms.

The development of the balanced scorecard and performance criteria of public authorities becomes evident the problem of the formation of an adequate governance system capable of responding effectively to the challenges of the external environment is actualized in the context of changes in the political and social environment.

Features of the effectiveness of public administration are considered in the works of V. Averyanova, G. Atamanchuk, V. Bakumenko, B. Malinowski, N. Nyzhnyk, A. Obolensky, G. Wright, J. Rozputenko V. Filippovskoho V. Tsvetkov.

There are several theoretical and methodological approaches to defining the essence of efficiency. It has its own characteristics in different areas of efficiency of understanding.

Thus, in the policy «efficiency» is seen as something positive and desirable, thereby it is obtaining a sense of the value characteristics of activity [1]. The term has become effective political symbol, able to organize public opinion in support of the specific proposals with regard to the activities of the authorities . In the most general form the efficiency is understood as the ability to achieve results; the significance of the results to those to whom it is intended; the ratio of the significance of this result to the amount of effort spent on his achievement [3].

The efficiency is defined as the ratio of net positive results (in excess of the desired effects of undesirable) to the eligible costs in theory of organization and administration.

Two approaches to evaluating the effectiveness are in studies in economics and management highlighted. The first is connected with the assessment of the technical efficiency, the second – economic efficiency. The nature is reflected in terms of technical efficiency it shows that «doing the right thing.» Indicators of economic efficiency characterize how the activities are implemented, how productively resources are spent. The effectiveness of the management or administrative labor is estimated by determining the ratio between the obtained results and the invested resources.

Several theoretical and methodological approaches are bind identified efficiency with certain factors in studies of the effectiveness of public administration, the state bureaucracy and the institutions of the state.

The approach based on the concept of leadership. Representatives of this direction link the efficiency of the organization with leadership skills, management style, individual characteristics and qualities of leaders of government, the system of selection, assessment tasks, motivation and professional development of civil servants.

The approach that develops a theory of the rational bureaucracy. The idea focuses on the hierarchical structure of functional specialization, there are clear principles of regulation of professional work of civil servants, which are seen as necessary preconditions for the effective operation of the power structures.

The approach to the effectiveness of activities that is associated with the life cycle theory. It considers that the efficiency of public administration in relation with the assessment of influence of constant and cyclical formed coalitions or stakeholders in the government. The nature of the decision-making is discussed in the context of the life cycle of the organization in the bureaucratic structures and their effectiveness.

The effective activity is put in direct dependence on the professionalization of public authorities, the availability of career (professional) officials of their level of professionalism and competence in the framework of the concept of professionalism.

The economic approach that links the efficiency of public authorities to the presence of the mechanism of competition among departments, the introduction of the system of innovation, as well as political and social accountability of government agencies, primarily to taxpayers.

The ecological approach, in which emphasizes that the results of bureaucracy depend on the nature of the environment (environmental organization) and the ability of public authorities to manage change and innovation in order to adapt to these changes.

An approach based on the quality management concept. The focus is concentrated on the creation of the formation the system of continuous improvement of processes and public services, on involvement civil servants in this activities, maximum using of their creativity and their organizing group work. Quality management is based on relationship-building of public authorities and results of operations at constant correlation with the strategic objectives and the involvement of employees in the quality process, their training, increasing their competence and motivation.

We can make a conclusion by analyzing theoretical and methodological approaches to determining efficacy, that social and economic effectiveness must be divided. The independence of these types of efficiency, of course, is relative, since they are in close unity and relationship. The social effect has the particular importance, when analyzing the effectiveness of state management. The essence of the social effect is that it must be sustainable, reproducing, progressive, contain a source for future social development [1].

G. V. Atamanchuk divides social efficiency of public administration in general, and of public authorities in particular, into three types:

1. The general social efficiency. It reveals the results of the functioning of public administration.

2. The special social efficiency. It characterizes the state of the organization and functioning of the state as a subject of social processes management.

The criteria for this type include:

- feasibility and focus of the organization and functioning of the state and the management system, its major subsystems and other organizational structures, which is determined by the degree of their compliance with the objectives of the control actions, objective emanating from their position and role in society. It is necessary to legislatively establish what the goal of every public authority must be implemented and to assess their achievement of the relevant leaders and officials;

- cost ratios of time to address governance issues, on the development and passage of any management information;

- the style of functioning of the state apparatus;

- technologies and standards, which each leader and public servant must follow;

- the complexity of the organization of the state apparatus, which stems from its «fragmentation», and an abundance of multi-stage management interdependencies;

- costs for maintenance and operation of the state apparatus.

3. The particular social efficiency. It reflects the activity of each of the administrative authority and the official, each individual administrative decisions, actions, relationships. Such as the degree of compliance with directions, content and results of the activities of the management and officials of the its parameters can be identified among the criteria, which are indicated in the legal status (and competence) of the body and the public office; the legality of decisions and actions of public authorities and local self-government and their officials; reality control actions.

The efficiency of public authorities is determined not only by the value of economic benefit, but primarily social and political results of the activities of the authorities. Evaluating the effectiveness of government operations and public authorities need assessment techniques and procedures that are sustainable, objective and allow timely adjustments to the activities of public authorities.

The effectiveness of any kind of social activity depends on the form and methods to achieve this goal, which is especially evident in the executive activities in the state apparatus, the level of professional culture which is an important criterion for the overall culture of the society and affects the social and legal status it personality. Thus, improving the efficiency and quality of all parts of the public authorities, their structure, organization and practice is a key element of the overall process of improvement of quality of modern social development.

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