

Сучасні підходи до оцінювання ефективності державно-управлінських рішень

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Анотація. Актуальність теми дослідження полягає у тому, що ефективна державно-управлінська діяльність є одним із найважливіших чинників прогресуючого розвитку сучасної держави. Важливою умовою продуктивного функціонування органів державної влади є державне управління, що виступає цілісною науковою системою організації діяльності. Оцінка ефективності державно-управлінських рішень необхідна як для державних органів влади, так і для суспільства. Вона допомагає державним службовцям контролювати та вдосконалювати процес управління, а суспільству оцінювати якість діяльності державних інститутів. Відсутність об'єктивних загальноприйнятих показників оцінки соціально-економічних процесів, роботи органів та інститутів є однією із головних проблем, які перешкоджають підвищенню ефективності роботи державного механізму. На сучасному етапі відсутні усталено сформовані підходи до оцінювання ефективності державно-управлінських рішень. Вирішення даної проблеми полягає у більш детальному вивченні наукових знань про систему та механізми оцінювання. Мета дослідження – проаналізувати основні сучасні підходи та механізми оцінки ефективності державно-управлінських рішень. Поняття оцінки ефективності як комплексного процесу є на сьогодні найбільш переважаючим і вживаним у сучасних науковців. Забезпечення ефективності виступає складним завданням для державної управлінської діяльності. Різноманітність системи потребує використання раціональних підходів та створенню диференційованих критеріїв оцінювання. Складові системи оцінювання в умовах глобалізації впливають на результативність та ефективність і потребують безперервного вдосконалення розвитку. Застосування особливих інструментів і технологій забезпечують гнучкість державних рішень і внутрішню цілісність, що зумовлюють швидкі зміни в державі. Актуалізація підвищення ефективності та якості оцінювання державно-управлінських рішень безпосередньо впливає на соціально-економічний розвиток держави та покращення добробуту населення. Використання результатів оцінки дозволяє своєчасно виявити наявні проблеми, знайти шляхи їх розв'язання, удосконаливши управлінську діяльність шляхом підвищення ефективності державного управління на всіх його етапах. Практична значимість полягає у використанні результатів дослідження в діяльності окремих органів державного управління, що дасть змогу модернізувати ефективність оцінки державно-управлінських рішень та управлінської системи в цілому

Ключові слова: коефіцієнт ефективності, державно-управлінські рішення, сучасні підходи, органи державної влади, державне управління, система оцінювання, результативність

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Modern Approaches to Evaluating the Public Administration Performance

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Abstract. The relevance of the research subject lies in the fact that effective public administration is one of the key factors in the progressive development of the modern state. An important condition for the productive performance of state authorities is public administration, which acts as an integral scientific system for organising activities. Evaluation of the public administration performance is necessary for both state authorities and society. It helps civil servants to monitor, improve the administration and society to evaluate the quality of state institutions' activities. The lack of objective generally accepted indicators for evaluating socio-economic processes, the performance of bodies and institutions is one of the main issues that hinder improving the efficiency of the state mechanism. At the present stage, there are no well-established approaches to evaluating the effectiveness of public administration decisions. This issue can be solved through a more detailed investigation of studies regarding the evaluation system and mechanisms. The purpose of the study is to analyse the main modern approaches and mechanisms for evaluating public administration performance. The definition of performance evaluation as a complex process is by far the most predominant and used among modern researchers. Ensuring efficiency is a complex objective for public administration. The diversity of the system requires the use of rational approaches and the creation of differentiated evaluation criteria. The evaluation system components in the conditions of globalisation affect performance and effectiveness, hence, require continuous development improvement. The use of special tools and technologies ensures flexibility of state decisions and internal integrity, which leads to rapid changes in the state. The actualising the efficiency and quality improvement for evaluating public administration directly affects the socio-economic development of the state and enhances public well-being. The evaluation results allow timely identifying existing issues, find ways to solve them while enhancing the public administration performance at all its stages. The practical significance lies in the use of the study results in the activities of individual public administration bodies, which will make it possible to modernise the effectiveness of evaluating public administration decisions and the administrative system in general

Keywords: efficiency coefficient, public administration decisions, modern approaches, public authorities, public administration, evaluation system, performance

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Introduction

Each political system has its own hierarchy of values, which are determined by social interests and the peculiarities of the state. The value system within the state includes political principles and strategies fixed in the constitutional foundations, which are laid down in the criteria for the public administration performance. They are developed based on political course, which includes general national and state attitudes that change depending on the political environment and the existing regime. Collectively, they establish a mechanism for evaluating decisions that affect the internal and external environment and a system for controlling variable processes. Performance evaluation increases transparency, which is a valuable quality in administration. Due to its absence and the insularity of state authorities, bureaucracy develops, during which all processes are based on unproductive structuring and recommendations [1]. Therefore, certain performance and effectiveness indicators of public administration decisions can serve as an additional impetus for innovative technology introduction and increasing transparency.

Public administration processes are variable and diverse in their characteristics, so there is a need to structure results and resources. The performance evaluation system is associated with the planning stage in which the effectiveness and scope of public authorities' activities are achieved and evaluated. It defines the purposes that will be achieved during the time frame by the relevant authorities. The achievements of results are fixed in effectiveness indicators of public administration. The evaluation system is related to the implementation and achievement of operational and strategic purposes. When implementing a system for evaluating the public administration performance based on results, it is important to take into account limitations and risks. It is necessary to evaluate the indicators in advance since establishing an unreliable and unbalanced system can lead to serious consequences. In general, evaluation as an integral part of improving public administration decisions should be strictly defined in terms of time, consequences, and procedure. Performance evaluation technology, as a full-fledged system, includes tools and procedures for activities, knowledge and information, resources, and a set of consequences that indirectly affect the decision-making environment. Evaluation of public authorities' activities is focused on the consequences of decisions made since the ultimate purpose is the ability to meet social interests. The main factors influencing the performance evaluation system are the needs of social development, the essence and content of administrative purposes, as well as methods and means of their implementation. The evaluation criteria

are designed to restore the ability to provide the necessary regulatory social processes. The criteria can be used to analyse the functioning of state bodies or individual departments [2; 3].

To determine approaches to effective evaluation, it is necessary to define value aspects and project effectiveness on the results and scope of its activities. Value aspects determine the specific features of the evaluation and its content in the range of impact on society or the sphere of functional application. The complex of value orientations includes the following definitions: the level of quality analysis, indicators of performance regulation, the local aspect of a public administration decision, the time interval of evaluation, and targeted research. Performance criteria are quantifiable and make it possible to compare and evaluate indicators of the state. Performance indicators of public administration decisions that are used to solve certain issues and objectives differ in form and meaning. In order to make a rational and correct decision, there are not enough performance evaluation indicators. It is required to take into account certain rules that will allow choosing the best course of action. One of these rules is the performance criterion, which helps to choose from the suggested alternatives. This indicator creates conditions for the development of modern mechanisms for implementing administrative decisions in the public administration system. The performance criterion reflects subjective purposes and is based on the selected indicators. Its evaluation allows identifying the essence of a particular decision, in addition to showing the qualitative and quantitative levels of purpose achievement [4].

The purpose of the study is to analyse the main modern approaches and mechanisms for evaluating public administration performance.

Materials and Methods

The methodological and theoretical basis of the research is a set of applied and fundamental approaches within evaluating public administration decisions, concepts and theoretical provisions of administrative decisions, the studies of leading foreign and Ukrainian scientists in this area. Based on a systematic approach, the authors determined the essence of public administration decisions, performance evaluation, methodology for building mechanisms for their adoption and implementation, and the establishment of development areas in the public administration system. Information materials include studies, programme and planning documents, reporting materials on the results of state activities, resolutions of the Cabinet of Ministers of Ukraine, decrees

of the president of Ukraine, and Ukrainian laws. The essence of the scientific and methodological approach is revealed in the provision of certain conditions to develop mechanisms for evaluating public administration performance, improving information and organisational support to ensure their quality. Due to this method, further development of modern evaluation modelling applies performance indicators and improves the decision-making level through complex stages of transition from a functional to an organisational and process mechanism. The general classification scheme for public administration decisions takes into account the possibility of applying its various forms at all stages of public administration: organisational and administrative, regulatory, program-targeted.

The institutional research method reflects the public administration theory within the transition from public administration to public management, which is characterised by an increase in the independence of the lower tiers of hierarchical state organisations and a shift in emphasis on the relationship of the external environment with state authorities, which significantly affects changes in the evaluation of public administration performance. At the present stage, this approach improves the perception of the influence that accumulated experience, scientific models, qualifications, and the leader's intuition have in administrative activities. The economic and mathematical method served as a tool for supporting modern approaches to evaluating public administration performance and contributed to the development of purposes and tools for identifying issues and performance indicators that are used in this case. The authors highlighted the main requirements for criteria that are used to evaluate alternative options for action.

The analysis of scientific approaches to evaluating the performance and modernising state work proved insufficient development of the methodological base and the lack of a unified evaluation approach. Many existing models do not have clearly defined criteria and methods for evaluating public administration decision-making and are fragmented and descriptive, do not provide an integral evaluation. The methodological framework requires clarification of issues and the development of a universal evaluation model. Upon summarising the works of leading researchers, the authors reasoned the feasibility of evaluating the decisions made due to the financial indicators for making a contribution and borrowing from foreign practice, taking into account current trends in discrepancies in theoretical provisions and practical results. The methodology review was considered in the context of comparative analysis and an analytical method for

particular indicators to predict individual processes that were used to identify modern approaches and evaluate their implementation in the public administration through the prism of the results obtained. The authors applied the method of descriptive statistics to outline and explain the dynamics of the main indicators concerning the effectiveness of decisions that limit the potential features of their implementation based on the resources spent.

Results and Discussion

The efficiency should be compared with the achievement level of set objectives. Modern approaches of programmes are characterised by the ratio of the result obtained to the factors that affect the result obtained. Performance evaluation is possible only with the use of an index that reproduces the actually obtained level of the indicator analysed to the potential one. When determining it, an indicator of distributive efficiency is used, which is achieved when resources for obtaining a rational public administration decision are minimised. The use of this indicator in public administration activities arises difficulties related to the results of the decision obtained and the specific features of administrative activities. Performance evaluation allows studying the qualitative characteristics of both individual regulatory bodies that shape the state control system and individual control measures that directly affect decision-making. Therewith, most often efficiency is identified with the volume of detected violations when implementing administrative activities [5].

Modern approaches to the effectiveness of public administration decision-making are an active force that can influence the administration level, improve its quality and rationality. Evaluation of public authorities' activities is focused on arising consequences since the ultimate objective is considered to be the ability to meet the public interests. The essence and content of objectives act as the effectiveness factors within the functioning of the state apparatus. Political, economic, or social groups of criteria are used for evaluation. Economic criteria make it possible to evaluate and compare decisions in different countries, they can be quantified and are distinguished by the lack of a single universal indicator. Assessment of approaches to social and political status is based on appropriate criteria, which are manifested in reflecting satisfaction or dissatisfaction of social groups and are important for assessing the risks regarding public administration. The efficiency level of decision-making is determined by the following indicators: the stability of the monetary unit, the inflation level, and the economic growth rate. The main indicators should be supplemented by administrative regulation, the competence of

public administration bodies, institutional stability, and transparency of legislation. One of the main modern scientific approaches is to ensure the orientation to the future of decisions made. This approach implementation encourages the transformation of scientific research into a necessary condition for effective practice. The public administration development is situational and dynamic, so the processes of society are based on the trend of acceleration and constantly need advanced administration [6]. Providing mechanisms and implementing decision-making, forecasting and developing appropriate areas are among the most important objectives of modern public administration. Issues in social systems arise when there is a need to change the set parameters and objectives of the decision. The crisis and development issues are due to discrepancies in the state environment and the result of a state administration decision. Thus, an important objective of a future-oriented approach is to advance the research of public administration and diagnose issues when developing an effective decision.

When developing modern approaches to evaluating the effectiveness of decisions made in public administration, the issue of using and improving general methods arises due to the need to reform the administration and society. The methodology of approaches refers mainly to poorly structured ones, the main feature of which is the description in a qualitative form. It does not belong to certain classes of administrative activity and is used as a generalising characteristic of all modern approaches to reasoning the effectiveness of public administration decisions. In this case, the greatest attention is paid to a wide range of factors and circumstances in order to identify the disadvantages and advantages of each indicator separately. When using the approaches, state programmes, regulations, political consequences of decisions made and their impact on the economy, society, and the environment are studied. The main problematic components are diagnostics and implementation of structuring, which provide for establishing the causes for situations and the consequences of their deployment [7; 8]. At the present stage, evaluating performance is a relevant and used concept in research. Since the basis for evaluating the effectiveness of decision-making is comparison, which represents a level of approximation or deviation from quality. Comparison takes place due to special techniques that are reduced to the appropriate administration decision-making process. Depending on the main characteristics of effectiveness, there are certain groups of criteria: pragmatic, rational-target, and rational-value. For each group, it is important to develop separate criteria, taking into account the time and target aspect of implementation dynamics. Based on this, the

following approaches to evaluating the effectiveness of public administration decision-making are distinguished: multiple, behavioural, compositional, target, functional. The multiple approach characterises performance evaluation using generalised indicators that focus on several important aspects of decision-making in administrative activities. The behavioural approach is based on measuring the needs-satisfaction level among groups interested in the outcome of the decision [9; 10]. Its main feature is to achieve a balance of influential and concerned parties' interests in the activity results. The compositional approach is used to determine the influence level of state bodies on the results of public administration decisions. The target approach is based on achieving the set objectives in the most rational way. The functional approach determines the effectiveness of public administration from the standpoint of the administrative system functioning [10].

There are a number of social and political factors that influence performance evaluation transformations in the public administration system. The interrelation system within public administration is a unified stabilisation system, the processes in which are constantly repeated, are stable and necessary, which allows confirming the consistent pattern. The development of mechanisms and conditions for ensuring social stability is essential for organising the modern evaluation. Political factors are associated with certain platforms of the forces that came to power. Since administrative decision that does not correspond to their value programmes will not be supported. The relevant objectives are to consider and analyse the influence of the political factor on making public and administrative decisions. In addition, the need to implement modern quality standards, develop new approaches to evaluating effectiveness in state and local government bodies [11; 12].

Alternatively, approaches based on the criterion for evaluating the effectiveness of the relationship between subject and object are divided into external and internal. The external evaluation is carried out with the involvement of state commissions and independent experts. Internal ones are performed by the state authorities' own forces. In general, the method for evaluating the effectiveness of public administration decision-making is determined by the reliability, evaluation of information and the extent that characterises the issue. This information support serves as the basis for using one of the general areas of issues resolution in decision-making. In modern conditions, it is possible to combine the application of areas that require a scientific approach to solving problematic situations in public authorities. The efficiency ratio obtained through using modern methods

is expressed as an indicator of purpose achievement level and decision implementation [13]. The methodology validity and compliance with the rationality parameters determine the quality and effectiveness of a public administration decision. The issue resolution should be focused on positive final results, taking into account the use of modern techniques. There is an interaction between society and the state, the level and quality of which is determined by indicators of public administration performance. Based on this, it is proposed to conduct an evaluation based on the characteristics that reflect the rationality of the organisational structure within the administration. Such a system provides a balanced expression of the purposes and functions of public administration, which lays the foundations for monitoring the effective activities of government institutions, in particular in making public administration decisions. The priority objective of using modern approaches to implementing performance evaluation is to provide the administration with reliable and complete information on the results of their activities to improve performance indicators and evaluate the decision-making quality assigned to these bodies. This methodology is implemented by comparing its value with the regulatory and previous-period indicators [14].

Effective interaction in the public administration system is extremely important since it affects the main characteristics of performance evaluation approaches, their stability and development possibility. Systematic evaluation requires identifying interaction indicators, which will be used to select an integral system of indicators that spot issues in using a particular method. The factors and circumstances that hinder coordinated interaction are identified and measures are developed to reduce or eliminate them. The evaluation of the public administration performance depends on the legal capacity of the society, the activity level of the state power system. A substantial methodological study is a certain regime fixation in which decisions of public administration bodies are implemented [15]. When considering modern approaches to evaluating the effectiveness of decision-making, it is worth paying attention to its division into preliminary, current, and final. The public administration activities and is used to select the most effective method and area from possible alternatives. It is carried out in the planning and development phase of the decision programme in order to collect basic information. The current evaluation takes place during the adoption process and directly affects the subsequent implementation stages through corrective means. It is designed to receive feedback to further improve the adopted decision aimed at evaluating the content and implementation of

the integrated policy of the state body. This evaluation also examines the conditions under which public administration activities are carried out. The information obtained can be useful for interpreting the results of the final evaluation and reproducing successful elements of the policy system. The final evaluation is intended to clarify the consequences of the decision made by comparing the results obtained with the planned ones. It has an impact on the achievement of stated purposes and the relationship between their implementation and consequences [16; 17]. The diversity of influence that state bodies have on social life, the multi-vector functions of their activities, and the structure complexity cause certain difficulties in determining a rational approach to evaluating effectiveness in making public administration decisions. The difficulties are also conditioned by the fact that the public administration system does not consider the unity of administration object and subject, as the evaluation is carried out within the framework of administrative activities, which results in administrative influence, and not its consequence. Notably, the system of establishing and implementing decisions will further develop and improve standards and regulations for evaluating the performance and monitoring the activities. Thus, certain public administration evaluation areas can be replaced by systematically monitoring the effectiveness of implemented decisions.

To solve complex issues in public administration activities, the approach of expert performance evaluation is used. As the opinion of a group of experts is considered more reliable than the single expert's opinion. There are two main methods of expert evaluation. The first provides a sufficient amount of information that will allow correctly evaluating the effectiveness of decision-making. The second method is based on a lack of information, which causes uncertainty in the proposed hypotheses and leads to the high-quality processing of expert's evaluations. It is also necessary to consider the fact that the approach development is influenced by a large number of opportunistic circumstances of national policy. Theoretical aspects do not fully cover the performance evaluation between decision-making and its implementation. The main issue is the vagueness of the objectives set at all public administration stages. The implementation phase is a set of decisions made, during which the evaluation of their effectiveness takes place based on the use of various values and interests [18].

Indicators for evaluating the effectiveness of public administration decision-making by executive authorities correlate personnel, information, and financial resources with administration results. Resource efficiency reflects the ratio of the resource amounts spent on

making a particular decision. It is characterised by using return indicators of various resource types to evaluate the results from the decision made. Evaluating the resource approach actually involves analysing the internal processes associated with obtaining a rational decision. Interpreting public administration bodies as socio-economic entities that perform a wide range of considerable functions allows stating that their administrative activities should be evaluated from all positions in a multi-level way for the sake of Integral efficiency. In improving the evaluation of public authorities' efficiency, performance indicators that meet the democracy standards and the requirements of openness and responsibility should be implemented on a regular basis [19].

Conclusions

For a public administration system, the criterion for evaluating the public administration performance should identify the productivity of administrative activities due to modern approaches that determine the quality and level of implementation of administrative decisions. The performance evaluation distinguishes administration criteria from other indicators that measure only quantitative figures of the corresponding manifestations and features. The modern approaches transform indicators through certain definitions and clarifications, reproducing the relationship between the results obtained and the ways to achieve them. The peculiarities of public administration decisions determine the variety of methods for evaluating administrative activities. The choice of the source, evaluation criteria, and method of their aggregation depends on evaluation purposes and the effectiveness of administrative objectives. The search for a universal approach that will allow evaluating and analysing

the effectiveness of public administration bodies from the perspective of their success and ability to maximise public welfare continues. An approach is required that will allow comprehensively considering the diverse indicators of public administration and focus on an external evaluation of the public authorities' activities by the population. Therefore, the search for the most appropriate approach to improving the evaluation of the effectiveness of public administration decisions requires further study and development of practical problem-solving stages in modern conditions and principles for the state mechanism functioning.

Thus, evaluating the administrative decisions is a systematic analysis of achieving rationally set purposes and performing functional objectives to determine the results of the activities of state institutions and local self-government bodies in order to increase their effectiveness. There are quite a few methodological approaches to evaluating public administration. Regardless of this, it is necessary to note the incomplete development of the methodological base and the lack of a comprehensive methodology for evaluating public administration performance. The vagueness of certain criteria leads to fragmentary and descriptive administrative activities, so modern approaches require substantial refinement and a combining evaluation as a result of public authorities' activities. The evaluation of the effectiveness of administrative decisions is one of the most studied and relevant issues at the present research stage. The main feature of this issue is that public administration bodies are in conditions of constant rapid changes. In such conditions, it is almost impossible to correctly evaluate the performance criteria and the impact of decisions made on the effectiveness within their implementation.

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