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TRADITIONAL AND NEW CONCEPTS OF PUBLIC ADMINISTRATION

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Public administration and the approaches applied to it today are significantly different from those that originated at the end of the 19th century. In recent years, new models and concepts have emerged that have been implemented in industrially developed countries. Given this, the article aims to study and analyze existing public administration concepts, identify their advantages and disadvantages, determine the scope of application, specify the subjects and objects of management, and the processes of their interaction.

It is noted that the essential elements of any concept of public administration are a target system, a functional structure, a variety of management tools and processes, a general morphology, and a system of results. It has been established that most authors propose to consider the following as separate concepts of public administration: traditional public administration, new public administration, and new civil service. The conventional idea of public administration is based on a "top-down" approach. Therefore, management subjects are independent and do their activities without interacting with politicians and citizens. However, in their work, they should still be guided by the principles of integrity. The main emphasis of this concept is on creating an effective organizational structure of management and a hierarchy of command and control decisions. A completely different approach underlies the latest concepts of public administration that appeared in the second half of the 20th century. They are based on the principles of democracy, constant supervision of the work of public sector managers, and accountability. And their central aspect is serving the good of society, not management. That is, the benefit to society is the main factor motivating work. Many developed countries, including the OECD and the USA, have supported these concepts. They are also widely implemented in the reform of the state apparatus at all levels in developing countries. However, each of these concepts (both old and new) has its advantages and disadvantages. Therefore, this must be considered when using them to reform the public apparatus in Ukraine.

Key words: public administration, concept, old public management, new public management, new public service.

Мироненко А. І. Традиційна та новітні концепції публічного управління

Публічне управління та підходи які до нього застосовуються на сьогоднішній день значно відрізняється від тих, що зародились ще наприкінці XIX сторіччя. За останні роки виникли нові моделі та концепції, які були впроваджені в індустріально розвинутих країнах світу. Враховуючи це метою статті є вивчення та аналіз існуючих концепцій публічного управління, виявлення їх переваг та недоліків, визначення сфер застосування, конкретизація суб'єктів та об'єктів управління, процесів їх взаємодії.

Від так зазначено, що базовими елементами будь-якої концепції публічного управління є: цільова система, функціональна структура, різноманіття засобів та процесів управління, загальна морфологія та система результатів. Встановлено, що більшість авторів пропонують в якості окремих концепцій публічного управління розглядати наступні: традиційне державне управління, нове публічне управління, нова державна служба. Традиційна концепція до державного управління базується на підході «згори вниз». Від так суб'єкти управління є незалежними та реалізують свою діяльність без взаємозв'язку з політиками та громадянами. Хоча в своїй роботі вони все одно мають керуватись принципами доброчесності. Головний акцент в даній концепції зосереджений на створенні ефективної організаційної структури управління та ієрархії прийняття командних та контролюючих рішень. Зовсім інший підхід лежить в основі новітніх концепцій державного управління, що з'явилися в другій половині 20 сторіччя. В їх основі принципи демократії, постійний нагляд за роботою управлінців публічної сфери та підзвітність. І основним їх аспектом є служіння на благо суспільства, а не керування. Тобто користь для суспільства є головним чинником мотивації до праці. Ці концепції знайшли підтримку в багатьох розвинених

країнах світу, що відносяться до ОЕСР та США. Також вони широко впроваджуються при реформуванні державного апарату на всіх рівнях в країнах, що розвиваються. Однак кожна з цих концепцій (як стара, так і новітні) мають свої переваги та недоліки. Тому це треба враховувати при використанні для реформування публічного апарату в Україні.

Ключові слова: публічне управління, концепція, традиційний державний менеджмент, новий державний менеджмент, нова публічна служба.

Statement of the problem. Public management and administration have changed significantly over the past decades. Thus, in recent times, many basic models of public administration have appeared, which were identified by scientists based on the analysis of the reforms and changes that took place in the public sector of industrially developed countries. It is on their basis that theoretical and methodological principles of reforming and modernizing the sphere of public administration in developing countries (including Ukraine) have been formed today. For these reasons, the problem of studying and structuring the basic concepts of public administration is becoming more and more relevant.

Analysis of recent research and publications. The issue of development and improvement of public administration concepts has, in most cases, been considered by foreign scientists, such as Boston J. [1], Bourgon J. [2], Denhardt J. V. [3], Dunleavy P. and Hood C. [4], McCourt W. [5], Osborne S. P. [6], Rao S. [7], Quah J. S. T. [8] and others. In their works, they considered both the possibility of applying traditional and new approaches. Domestic scientists also analyze new approaches to public administration, namely Bakumenko V.D. [9], Bereza A. [10], Dzyuba [11], and others. However, no single approach exists to the isolation and evolution of public administration concepts.

The article aims to study and analyze existing public administration concepts, identify their advantages and disadvantages, determine application areas, specify subjects and objects of management, and determine the processes of their interaction.

Presentation of the primary material. Modern public administration developed on the principles of public administration. Today, most scholars distinguish the traditional approach to public administration (Old Public Management), which emerged at the end of the 19th century, the new public management (New Public Management), which was formed in the 1980s–90s [4], and the new public governance / new public service / post-new public management (New Governance, New Public Service) [8], which emerged in the early 2000s. Let us understand these concepts' essence in more detail to understand them better.

The traditional approach to public administration is the dominance and independence of a hierarchically structured public administration system based on the main principles of bureaucracy and meritocracy. A striking example of the successful application of this approach is Singapore, where the public administration model since independence has been based on meritocratic principles in the hiring and promotion of government entities, as well as on bureaucratic hierarchy and administrative impartiality. Significant growth in the socio-economic development of Singapore over 50 years has been achieved through implementing four main strategic directions: civil service reform, harsh anti-corruption measures, decentralization of control of the state apparatus, and payment of competitive salaries to civil servants.

The main shortcomings of this approach to public administration are considered [5, 7]:

- due to the separation of the spheres of politics and administration, insufficient attention is paid to aspects of political economy and its dynamics;
- the impossibility of applying all aspects of the successful practice of using this model in one country to another without taking into account their contextual differences;

– quite a lot of attention is paid to the issues of reducing costs and the number of management apparatus, which does not allow focusing on the main goal - the development of society;

– the inability to integrate this experience into broader organizational structures and networks.

The main advantages and success factors of this model include the following [13]:

– constant support from top-level politicians;
– a high level of technical capacity and isolation from patronage politics;
– it involves the use of such approaches to modernizing public administration, which together lead to practical results over time;

– the initial principles created to increase the efficiency of public administration are the basis for future civil service reforms.

New public management (New public management) is an approach that emerged as an alternative to the traditional one in the 1980s in several OECD countries. The reason for its emergence was the inability of the conventional approach to adapt to the requirements of a competitive market economy. The main characteristics of the new approach are [6]:

– use of examples of management in the business sphere;
– increased cooperation between the administrative apparatus and politics, use of their best experience and professionalism (as opposed to distancing according to the traditional approach);

– use of the theory of entrepreneurial leadership in public organizations;
– emphasis on the assessment and control of input and output data, as well as on performance management and audit;

– distribution of public services among departments and management of their costs;
– contractual distribution of resources and opportunities for providing public services.

This approach is most widespread in the following countries: the USA, Australia, Canada, Great Britain, New Zealand, and the Scandinavian countries. The essence of the approach is to ensure maximum transparency, efficiency, flexibility, and closer ties with organizations and citizens who are the primary consumers of services. According to this approach, the interest of specific recipients of services is at the heart of bureaucratic behavior. The emergence of new public management contributed to the introduction and use by the state apparatus of new management methods and concepts (the marketing concept), the delegation of powers to private enterprises and organizations, and the creation of executive bodies responsible for the implementation of decisions made. The focus on the cost part of the state apparatus was replaced by the approach to managing efficiency and effectiveness.

In addition to the world's developed countries, certain aspects of the new public management model were introduced in developing countries. Thus, an example of the successful application of this model is the creation of semi-autonomous tax authorities in Africa and Asia, which resulted in an increase in the revenue part of the budgets and a decrease in corruption [5]. However, it should be noted that without political support and the creation of favorable institutional conditions in the country, implementing this model becomes more difficult. According to this model, the main driving force is the market and its laws in distributing managerial powers and providing public services. However, at the same time, the primary attention to citizens as the main customers of services (according to the marketing concept) was not fully foreseen. More attention was still paid to the use of the experience of private companies.

The work [14] proposes the following main directions for improving public administration, based on the concept of the new public administration: decentralization through deconcentration, delegation, and devolution; involvement of the private sector in the implementation of public administration; application of approaches to managing the quality of public services; participatory budgeting, public hearings, e-government.

At the same time, some authors also note the shortcomings in the concept of new public administration [10, 11]:

1. It is impossible to completely shift the emphasis in public administration to the principles applied in the private sector, where the consumer chooses goods and services that he can receive depending on his psychological and economic security. After all, in public administration, all citizens have equal rights. In addition, not all public services can be provided according to the principles of a market economy. So, some are provided based on the rule of law (arrest of a violator, work of the tax inspectorate, etc.) and not according to citizens' wishes.

2. Based on the previous reason, it should be noted that ensuring the compliance of demand and supply in public administration is not always advisable. After all, free choice of all services makes equality impossible and significantly oppresses the poor and vulnerable segments of the population.

3. Segmentation of the state apparatus by specific services does not comply with coherence, coordination, and integration principles.

New public governance. Its main difference from the previous two models is that the needs and demands of citizens are the main criteria for making management decisions. But if, in the case of new public management, the emphasis is on individual interests and their aggregates, which are determined by state officials or market advantages, then in the case of new public governance, the basis is the concept of citizenship and public interests, which manifest themselves as the common interests of citizens [2]. That is, citizens are involved in the process of creating public policy.

Another difference is that management is carried out by many interdependent entities and jurisdictions operating at the local, national, and global levels. According to this model, the government is not the predominant entity that forms and implements public policy. Thus, according to [3], the formed state policy covers numerous interests and is implemented by multiple subjects using various methods and management techniques based on inter-organizational cooperation (cooperation between the government, the private sector, non-profit organizations, and citizens). In contrast, previous models provided for intra-organizational management processes.

Thus, the new state governance increases network cooperation in such branches as state business (GB) and nonprofit organizations to solve common problems and create social value [6]. Later, the state-citizen (GC) block was added to such cooperation [14]. However, if previous approaches argued for changes that should be implemented in internal management processes (increasing the professionalism of managers, introducing market management mechanisms), then in this case, it is difficult to justify how exactly such network cooperation should take place and what needs to be changed within the state administrative apparatus for this.

So, the key distinctive aspects of the new state governance are inter-sectoral cooperation, network management, and joint creation of public values. In the case of the new state governance, this is market competition and management oriented to results and productivity. In the case of traditional state management, this is the professionalism and responsibility of managers.

Standard features for all these models are the presence or absence of specific reforms (changes) in the external or internal environment. The state's relationship with businesses, non-profit organizations, and citizens is included from the external. And to the internal – the relationship between levels of management and between managers and employees within levels [15]. For example, the concept of traditional public management assumes a somewhat developed level of interaction in the internal environment (re(centralization) of public services, modernization of public bureaucracy, professionalization of public services, management focused on public results, evaluation, and actual control) and a relatively insignificant level of interaction in the external environment (usually through citizen surveys and work with their panels). Almost the same level of interaction in both the internal (strategic management, labor productivity management, and its measurement, performance contracts, bonus systems of labor remuneration, benchmarking, management orientation to results) and the external environment (through privatization, outsourcing, contracting agreements, creation of quasi-state firms, public-private partnership, citizen surveys) assumes new public management. Finally, a significant level of interaction in the external environment (inter-sectoral cooperation, network management, public-private innovation partnership, cooperation with citizens) implies new state governance with an almost undeveloped level of relationships in the internal environment (it is pretty challenging to understand and requires a solution to this issue). It should be noted that the specified methods and forms of interaction within the external and internal environment can, to some extent (partially, subject to certain modifications), be used in any concept of public administration.

As seen from the presented forms of interaction, the issue of internal cooperation and modernization of the internal environment for the model of new public governance remains unresolved. According to the essence of the concept [16], which underlies this model, internal interaction should provide for joint (as opposed to hierarchical or competitive according to traditional and new public management, respectively) organization and management of horizontal and vertical relations between subjects of the state apparatus (both collective and personal). Thus, with collective interaction at the horizontal level, cooperation occurs between coordinating public organizations through publicly available networks and their management. It depends on their desire and ability to initiate and promote cooperation based on interdependence and mutual benefit (a specific analog of public-private cooperation in the external environment). At the vertical level, cooperation occurs between leading and subordinate public organizations through decentralization and political-administrative management. With personal interaction at the horizontal level, there is cooperation between coordinators of public organizations through integrative public leadership and team management (such interaction can lead to the creation of matrix organizational management structures). At the vertical level, there is cooperation between superiors and subordinates through distributed leadership and fiduciary management.

Conclusions. It should be noted that it is not worth considering any of the presented concepts as the best. Most authors explain this because each country has its characteristics. Therefore, the complete application of approaches to forming and reforming the public sector, which were used in some countries, is impossible for several others. In addition, each concept has advantages and disadvantages, which must be considered. The combination of concepts generally depends on the global situation, policies in developed countries that are donors of reforms in developing countries, and the general situation in individual territories, regions, and communities in countries that are reforming the public administration apparatus.

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