

# Reforming Management Activities To Improve The Efficiency And Effectiveness Of Public Administration

Oleh Omelchuk, Victoriia Koltun, Oleksandr Deineha, Mykola Popov, Oleksandra Korchynska, Oksana Trusii

**Abstract:** The article considers the issues of reforming managerial activities to adapt them and increase the effectiveness of public administration institutions. The factors and parameters affecting the overall efficiency of management activities in the field of public administration are considered. A reforming technique based on a program-targeted approach to the management system is proposed. The general characteristic is given, and the methodology of the approach to the formation of such a system of managerial activity is described. The mechanism of determining the effectiveness and efficiency of targeted programs implemented using the described technique is described. The data are indicated, and the parameters of the theoretical and practical experiment using the detailed methodology are described within the framework of a separate municipality, taking into account the local characteristics of public administration institutions.

**Index Terms:** Control, Effectiveness, Efficiency, Execution, Management Activities, Organization, Planning, Public Administration.

## 1. INTRODUCTION

Modern problems of society, new goals and tasks arising for public administration and administration, force researchers and scientists to seek and implement new effective management systems [1-5]. When looking for opportunities to improve existing management systems, it is most often proposed to build on existing public administration institutions as examples of civil society management systems [6-8]. Currently, administrative reforms affect a wide variety of spheres and levels of the state and society, while changing management systems and adapting them to new realities should be carried out to improve the efficiency and effectiveness of public administration institutions. In addition to directly reforming the management system, it is also necessary to adapt the system for evaluating the effectiveness of the work of the entire system as a whole and its elements [9-11]. Management activity is not something independent, isolated in society. First of all, in its internal content, it reflects the properties inherent in the whole of public administration: systematic, state power, universality, multidirectional, etc.

## 2. METHODOLOGY

### 2.1 The effectiveness of managerial activities in public administration.

Reform of managerial activities to increase the effectiveness of public administration should, first of all, be based on a system of clear and transparent mechanisms for assessing the effectiveness of the managerial activity; otherwise, the reform process itself will turn into reform for the sake of changes. In the field of public administration, the primary way to assess the effectiveness of activities is to measure the efficiency based on standards, norms and regulations, which are developed independently by state and government bodies, and public administration institutions. The very concept of public administration implies the complexity and complexity of its components, an assessment of the effectiveness of public administration can be carried out based on the efficacy of all its parts, which is clearly shown in Fig.1. The public administration system operates and develops based on certain principles. These principles are closely interlinked with the functions of public administration bodies and with the objectives of public administration. Speaking about the reform of the management system, it is necessary to remember the observance of these fundamental principles of public administration. It should also be remembered that public administration should perform several fundamental functions for which it exists, the author's interpretation of these functions is presented in Fig.2 The very structure of interactions between public administration institutions implies a comprehensive approach to assessing its effectiveness, and the implementation of reforms in the field of governance is becoming a rather non-trivial task.

- *Oleh Omelchuk, Department of Criminal Law and Procedure, Leonid Yuzkov Khmelnytskyi University of Management and Law, Khmelnytskyi, Ukraine*
- *Victoriia Koltun, Department of Regional Administration, Local Self-Government and Urban Management, the National Academy for Public Administration under the President of Ukraine, Kyiv, Ukraine*
- *Oleksandr Deineha, Department of Management, Rivne State University of Humanities, Rivne, Ukraine*
- *Mykola Popov, Department of Public Administration and Regional Studies, Odesa regional institute of public administration of National academy of public administration under the President of Ukraine, Odessa Ukraine*
- *Oleksandra Korchynska, Department of Administrative and Financial Management, Lviv Polytechnic National University, Lviv, Ukraine*
- *Oksana Trusii, Department of Economic and Social Geography, Taras Shevchenko National University of Kyiv, Kyiv, Ukraine*



**Fig. 1. Components of public administration efficiency.**

Public administration institutions include civil society itself as a whole, as well as bodies of the state, regional and municipal levels of government that are in direct interaction with each other. Civil society itself is the centre of the system. It interacts with other elements based on organizing a public hearing process, conducting questionnaires, organizing focused interviews and others following applicable law.



**Fig. 2. The main functions of public administration**

At the same time, as government bodies of various levels, interact with each other through the development and

implementation of regulatory acts that regulate the activities of subjects and objects of public administration. To assess the effectiveness of public administration, some integral indicators of management effectiveness are traditionally used, which are summarized in several target groups:

1. **Public administration indicators** (includes six indices: voting rights and accountability, political stability and the absence of violence, government effectiveness, quality of legislation, the rule of law, control of corruption).
2. **Indicators of the study of entrepreneurial activity** (index of assessment of public policy, business climate, legislative regulation, level of corruption, quality of public services).
3. **Corruption perception indices** (a composite index based on independent studies among entrepreneurs and local analysts, as well as surveys of the population of a particular country, region, region or municipality).
4. **Opacity index** (it is an integrated opacity factor, based on a combination of five primary indicators characterizing the areas affecting the capital market: corruption in government, laws governing property rights, economic policies, financing standards, regulation of commercial activity).
5. **Indices of quality of life and social progress** (a combined indicator is measuring the achievements of public administration institutions in terms of social well-being and social growth, including several indicators determining the satisfaction of a person's basic needs, indicators of well-being, and indicators of an individual's development potential).

## 2.2 Reform and implementation of the program-targeted approach in the management system

Increasing and dynamically changing requirements for public administration institutions, as well as the lack of necessary flexibility in traditional public administration systems, require the implementation of new and effective schemes. One of the options for reforming the management system will be the implementation of design and program-oriented approaches in it, aimed at the guaranteed achievement of development goals. The essence of the program-targeted approach to management is the selection of priority goals of economic, social and scientific-technical development, as well as the development of interrelated measures to achieve the goals in a given time frame to ensure maximum efficiency with the required level of resources.

The main functions of the program-targeted management approach are presented in Fig. 3.

The main components of program-targeted management are:

1. setting management goals;
2. development of measures to achieve goals;
3. coordination of goals and activities;
4. motivation of objects and subjects of program-target
5. management; monitoring the implementation of activities;
6. resource support for developed program measures.

Main functions of the program-targeted method management			
Planning	Organization	Execution	Control
Forecasting Goal setting Programs Policy Resource security	Creating structures Distribution of authority Creation favourable conditions	Communication Coordination Motivation	Definition standards for results Measurement results Evaluation

**Fig. 3** Functions of the program-targeted method management

Based on the results of identifying the problems of society, it is necessary to formulate the general goal of the program. The purpose of the application should be understood as a specific quantitative or qualitative result, the achievement of which is necessary at a certain point in time. This requirement allows you to monitor the implementation of the program, evaluate the quantitative and qualitative success of the goal. In the formation and implementation of the program-targeted management system, the structures and bodies involved in them should be guided by the principles presented in Fig. 4.



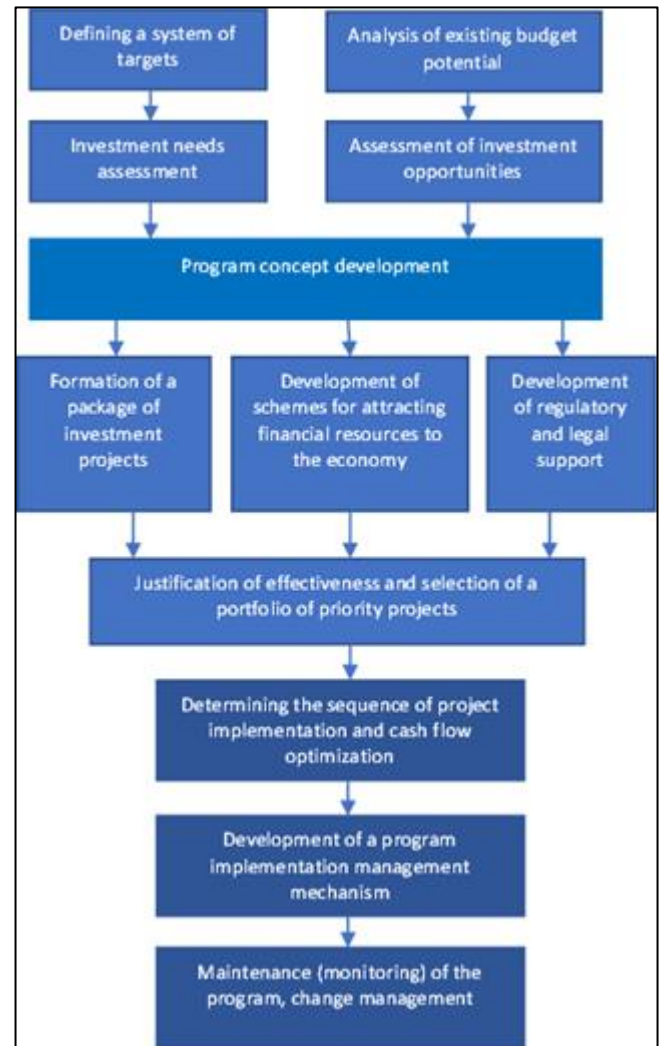
**Fig. 4** Principles of creating a program-targeted management system

Summarizing the above, it can be noted that when reforming the management system, the implementation of the program-targeted approach can become the essential tool of public administration, since this approach is guided by the basic principles of state regulation and management:

- a program-targeted approach ensures the integrity and unity of economic and social goals, through the implementation of government measures;
- this approach combines the features of the directive and indicative regulation, forming a single management system;
- a program-targeted approach can provide a more balanced development of the industry by influencing competition and pricing processes,

thereby offsetting conflicts of interest in certain areas.

The results of the practical implementation of the program-targeted management method among public administration institutions are developed and implemented state and regional target programs, which serve as a regulatory tool, as well as the implementation of strategies for the economic, social, scientific and technical development of society at various levels of government. The process of developing programs for socio-economic development using this management mechanism in public administration is graphically presented in Fig.5



**Fig. 5** The process of developing programs for socio-economic development using the program-targeted management method

Like any other technique, this approach to the implementation of managerial functions has its strengths and weaknesses, which must be taken into account when implementing the reform of existing systems. Among the advantages of this technique can be identified:

- introducing into the strategic objectives of the development of the regions of the installations focusing the attention of public administration

institutions on the formation of competitive advantages, the development of inter-municipal and inter-regional cooperation, the reduction of socio-economic asymmetry in the region and other equally important issues;

- a wide variety of target indicators used to monitor the effectiveness of the strategy, characterizing the economic and social development of the regions, the state of the environment;
- linking the processes of achieving the goals of the approach with updating the mechanism of regional management, that is, with the introduction of new tools for program-oriented management.

At the same time, among the shortcomings should be considered:

- a wide range of covered problems of society, which are targeted by targeted programs, means an impossibility, formed by a unified system of methodological approaches and algorithms that would describe the stages of development and content of the main components of targeted programs;
- the high complexity of constructing a full-fledged system of target indicators, the formation of an internal logical relationship between the goals, objectives, activities and targets of programs, determines the lack of adequate methods for the current and final assessment of the effectiveness of program implementation.

### 2.3. Methodology for assessing the effectiveness of reforming the management system and implementing the program-targeted approach

Even though program-targeted management is a useful tool in the arsenal of public administration institutions, nevertheless, like any tool, it can not be used effectively. That is why the question of assessing the effectiveness of the development and implementation of relevant, targeted programs is urgently raised. The use of program-target management allows you to focus not only on the main goal but also on the entire system of hierarchically subordinate goals, as well as the ensuing set of specific goals, as a result of which an action program is formed to solve the indicated tasks. To increase the effectiveness of management by this method, it is necessary to pay special attention to the process of developing targeted programs. The main program is the primary program-target management and regulation tool, which should be understood as a set of measures linked to resources, performers, and implementation deadlines aimed at ensuring the practical solution of specific tasks and requiring state support. The results of the analysis of the effectiveness of the implementation of targeted programs make it possible to determine priority areas for spending funds, present a list of measures aimed at increasing the efficiency of implementing targeted programs, optimize ineffective costs, and identify financial, material, technical, human and other resources necessary to increase the effectiveness of ongoing activities. Evaluation of the effectiveness of the implementation of the target program can be carried out according to the algorithm. First of all, the indicator of the effectiveness of the target program is

calculated according to the formula below:

$$E_{TP} = 0.5 \cdot D_{TP} + 0.5 \cdot \sum E_{SP} \cdot k_i / j \quad (1)$$

where  $E_{TP}$  is the effectiveness of the implementation of the state program;

$D_{TP}$  – degree of implementation of the state program;  
 $E_{SP}$  – subroutine implementation efficiency;  
 $k_i$  – significance coefficient of the subprogram to achieve the goals of the target program;  $j$  is the number of routines.

The following indicators (indicators) of the target program (subprograms) should be included:

- 1) indicators that quantitatively characterize the progress of implementation, the solution of the main tasks and the achievement of the goals of the target program;
- 2) indicators reflecting the main parameters of the target in terms of the quality and volume of public services provided;
- 3) indicators of energy efficiency and energy saving, labour productivity, creation and modernization of high-performance and high-tech jobs (for targeted programs aimed at developing industries).

The effectiveness of the implementation of the target program can be recognized:

- 1) high if the value is not less than 0.90;
- 2) average, if the value is not less than 0.80;
- 3) satisfactory, if not less than 0.70.

Evaluation of the effectiveness of the implementation of the target program is carried out directly for each program separately and implies its own set of target indicators.

## 3. EXPERIMENT AND ANALYSIS OF THE RESULTS.

As a basis for the experiment, an example of the implementation of the state program to reform the traditional bureaucratic model of "public administration" in a separate regional entity will be given. The essence of the problem proposed to be solved with the help of the methodology announced above is the reform and modernization of the traditional management system, which in current conditions of changing society has been ineffective. In the context of the development of the digital economy, a fundamentally new approach is needed in the traditional sphere of public services, an attempt to solve this problem will be the implementation of the targeted program approach and the introduction of the Information State program in a single regional entity.

**Under this program, reform efforts will focus on:**

- management of the development of the information society;
- development of e-government;
- improving the quality of public administration through the creation and implementation of modern information technologies;

- services based on information technology in the field of medicine, healthcare and social security;
- development of services based on information technology in the field of education, science and culture;
- support for regional projects in the field of information technology

The main characteristics of the performance indicators of public administration institutions over three years of work are presented in Table 1.

**TABLE 1**  
SOCIO-ECONOMIC INDICATORS FOR CALCULATING THE ASSESSMENT PERFORMANCE

Performance Indicators	2017	2018	2019	Average value of indicator volume
1. Life expectancy at birth, thousand people	70,24	70,32	70,7	70,42
2. The amount of investment in fixed assets (excluding budgetary funds), thousand dollars.	81746	83798	80568	82037,33
3. The turnover of products (services) produced by small enterprises, including micro-enterprises, and individual entrepreneurs (wholesale trade), thousand dollars	181473	195767	235410	204216,67
4. The volume of tax and non-tax revenues of the consolidated budget, thousand dollars	48582,3	49380,6	51784,9	49915,93
5. The average unemployment rate for the year, %	4,7	3,8	4,3	4,27
6. Real disposable cash income of the population, % of the previous year	104,29	102,67	96,52	101,16
7. The proportion of the entered total area of residential buildings concerning the entire area of the housing stock, %	101	99,6	89	96,53
8. Students in state (municipal) educational institutions engaged in one shift, in the total number of students in state (municipal) educational organizations, thousand people	103,6	106,5	105,8	105,30
9. Mortality, the number of deaths per 1000 population, thousand people.	16,1	16,5	16,3	16,30
10. Assessment by the community of the activities of public administration institutions	40,6	46,4	48,8	45,27

After analyzing the data presented in table 1, we can conclude that according to the assessment of socio-economic indicators, the results of the activity have both positive and negative trends. Negative dynamics can be traced by such indicators as real disposable cash incomes of the population, the volume of investments in fixed assets, the share of the entered total area of residential buildings. In contrast to the above indicators, life expectancy, product turnover, tax and non-tax income have a positive trend; there has been a decrease in the mortality rate and a reduction in unemployment, the population's assessment of the activities of public administration institutions also has a positive trend. Implementation of the reform of the management system was launched in 2016, at the same time, a set of targeted programs was launched within the framework of the PROGRAM «INFORMATIONAL STATE» (Table 2).

**TABLE 2**  
THE RATIO OF BUDGET COSTS FOR TARGETED PROGRAMS AND THE PROGRAM «INFORMATIONAL STATE»

Name of indicator	2017	2018	2019
Total budget expenditures, thousand dollars	52 269	57 538	65 508
Including in the framework of targeted programs, thousand dollars	11 680	15 261	18 952
Budget share spent on targeted programs	22,3%	26,5%	28,9%
Number of targeted programs	29	32	31
Including programs under the project «Information State»	11	17	19

To reform the management system and the system of providing administrative services in 2016–2017 normative legal acts aimed at regulating the implementation of several measures were adopted, in particular regarding:

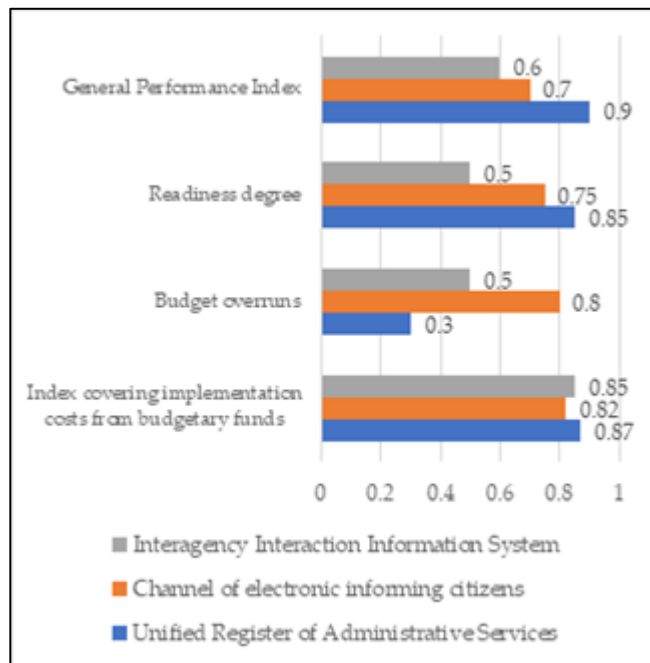
- termination of services by departments;
- formation of a register of services;
- reduction of the required documents required to receive assistance;
- creation of “integrated offices”;
- harmonization of standards for the provision of services;
- reduction in the number of paid services provided by departments;
- reducing the burden on individuals and business entities by reducing the number of paid administrative services;

One of the targeted reform programs has realized the possibility of using an electronic communication channel to inform citizens. Another important innovation, which involves the use of automated technologies in informing subjects of circulation, is the Register of Administrative Services, this target program was implemented as soon as possible and fully launched in the second quarter of 2018. In order to improve interaction and increase the manageability of individual public administration institutions, in the first quarter of 2019, a program for the creation and operation of an information system for interagency interaction was implemented. This system made it possible

to connect a network of electronic communication channels with state and non-state government bodies, which have at their disposal the documents and databases necessary for the provision of relevant services and activities. The electronic interaction of the entities providing provides both the exchange of electronic documents and the possibility of obtaining electronic data from registers and databases of other entities providing in an automated mode following the requests and powers of these bodies. In a practical sense, the introduction of electronic interaction between the entities providing provides the opportunity:

- organizational and administrative documents in electronic form;
- automated exchange of electronic data and information between information systems of public administration institutions;
- automated access of the government to the information systems of other government following the authority.

As of the end of 2019, a preliminary analysis of the readiness of various target programs within the framework of the Information State project, as well as their overall effectiveness, can be done. Summary data (obtained based on expert evaluations of independent experts and questionnaires from citizens) for the three key projects "Unified Register of Administrative Services", "Channel for Electronic Informing of Citizens", and "Information System of Interagency Interaction" is presented in Fig. 6.



**Fig.6** Assessment of the effectiveness of the implementation of programs in the framework of the project "Information State"

According to the graph, the project "Unified Register of Administrative Services" shows the most significant degree of readiness. At the same time, this project also shows overall maximum efficiency; at the same time, this project

shows the worst indicator of compliance with the planned budget (face-off spending). The project "Information System of Interdepartmental Interaction" is at the least degree of readiness, from which its full-fledged work is impossible, which affects the indicators of the overall effectiveness of the project. At the same time, this program has no excessive excess of spending budget funds. The "Citizens Electronic Information Channel" program is being implemented in the most balanced way, its launch was completed on schedule, and is already bearing fruit in the form of lower costs and increased manageability in the provision of public services to citizens. An analysis of the data for the past three years of work shows the success of the implementation of both the project of reforming the management system and the implementation of the program-targeted approach to the management system in the field of public administration. Nevertheless, the project is still far from completion; some of the projects and targeted programs will only be launched in the third quarter of 2020.

#### 4 CONCLUSION

Approaches to assessing the effectiveness of a public administration system, as well as reforming existing management systems to improve the entire system as a whole, are a difficult and complicated process. The complexity of the public administration system itself and the long-term nature of the reforms themselves require a particularly cautious approach to the selection of tools with which they will implement. The program-targeted approach proposed in this article is not a genuine alternative and nevertheless shows excellent results with the ability to carry out reforms in a controlled, phased and without significant upheaval for the entire system as a whole.

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