



UDC 351

## THE PUBLIC ADMINISTRATION PRINCIPLES IN THE FORMATION OF THE MODERN PUBLIC MANAGEMENT AND ADMINISTRATION IN UKRAINE

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### SUMMARY

The article discusses modern scientific approaches to classifying the principles of public administration from general to special, as well as identifies principles that create the fundamental basis for the development of public administration in Ukraine in the context of Ukraine's European integration, compliance with which is a condition for Ukraine to join the EU.

**Key words:** principles, public administration, principles of public administration, classification the public administration principles.

### ПРИНЦИПЫ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ ПРИ ФОРМИРОВАНИИ СОВРЕМЕННОГО ПУБЛИЧНОГО УПРАВЛЕНИЯ И АДМИНИСТРИРОВАНИЯ В УКРАИНЕ

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### АННОТАЦИЯ

В статье рассмотрены современные научные подходы к классификации принципов государственного управления от общих до специальных, а также определены принципы, которые создают фундаментальную основу развития публичного управления и администрирования в Украине в контексте евроинтеграции Украины, соблюдение которых является условием для вступления Украины в ЕС.

**Ключевые слова:** принципы, государственное управление, принципы государственного управления, классификация принципов государственного управления.

**Problem setting.** The study of the public administration principles creates the initial conditions for scientific knowledge of the processes of state formation in Ukraine. Therefore, to understand the principles of public administration, let us first consider what constitutes the principles in the broad sense of the term.

Thus, the essential component of the basis principle lies in the initial provisions of theory, doctrine, science, outlook, as well as in the inner convictions of man, practical, moral and theoretical foundations, which it is guided in life and activity [13]. At the same time, principles are a specific concept, the content of which is not so much a pattern, a relationship, but our knowledge of them.

**The state of the study.** The article analyzes the scientific works of scientists who dealt with the definition and classification of principles in particular in public administration.

**Purpose of the article** is to identify the principles of public administration that form the fundamental basis for the development of public management and administration in Ukraine.

**Article main body.** The principles are the result of a generalization by people of objectively acting laws and laws, their common features, characteristic facts and signs, which become the general beginning of their activity.

In the legal dictionary, the Principles (French Principe, from Latin Principium – beginning, basis) are defined as:

1) basic principles, initial ideas, characterized by universality, universal importance, higher imperativeness and reflect the essential provisions of theory, doctrine, science, system of domestic and international law, political, state or public organization (humanism, law, justice, equality of citizens) before the law. The principles inherent in the property are an abstract reflection of the patterns of social reality, which determines their special role in the structure of a wide range of phenomena. Principles are the source of many phenomena or conclusions pertaining to it.

2) the inner conviction of a person, which determines his attitude to reality, social ideas and activities (for example, the principle of legitimate behavior) [15].

The development of modern public administration is characterized by the use

of principles that have been implemented in the system of public administration and governance in general, and which serve as the basis for the formation, organization, functioning of public administration and reflect the essence and reality of public administration processes.

It should be noted that management principles, as such, are characterized by two features:

- a) belonging to the known laws and practices of positive laws;
- b) fixed in the public consciousness (relevant concepts) [11, p. 108].

Revealing the principles of management O. Zhadan defines the management principles as a basic provisions system, ideas, rules, according to which the activity of employees in a particular sphere of social life. Governance principles reflect the patterns of functioning social communities [16]. The author also proposes that the principles of management be conditionally divided into general and private.

In practice, the management principles are governed by the political, socio-economic and cultural conditions



prevailing in society. The principles justify and explain the links both between the entity and within each of them. These principles determine the properties inherent in the management system as a whole, as well as its individual elements, processes and phenomena. That is, the management principles reflect the content and interconnections of the basic elements in the system of management and underlie the principles of public administration.

Let us consider in more detail these principles, which reflect the reality of public administration processes in Ukraine.

As noted in the Encyclopedic Dictionary of Public Administration: "... In public administration, the Principle is regarded as a manifestation of the laws, relations or interrelations of socio-political nature and other groups of elements of public administration, reflected in the form of a certain scientific position

applicable in theoretical and practical activity of people in public administration. The principles of public administration are based on the ontological, epistemological and methodological aspects of public administration, reflecting the most essential, basic, objectively necessary laws, relations and interrelations in public administration. The most well-known are the following principles of public administration: objectivity (the need to comply with the requirements of objective laws of social development in all management processes); Democratism (defines the role of the people as a carrier and sources of power); legal regulation (necessity of legislative definition of the main goals, functions, structures, principles of public administration); separation of powers (involves the separation of powers into three branches – legislative, executive

and judicial); publicity (ensures the interaction of public authorities with society, citizens)» [6, p. 564].

Group of scientists on public administration, in particular: Yu.P. Surmin, O.Yu. Obolensky, V.D. Bakumenko, Yu.V. Bakaev, V.P. Kozub, V.V. Korzhenko, V.Ya. Malinovsky, N.M. Meltyukhova, P.M. Petrovsky, N.V. Fomitskaya, O.V. Chervyakova, S.V. Sturkhetsky, who investigated the problems of theory and practice of governance as a phenomenon and in particular of public administration, considering the classification of principles, give the following groups of principles for public administration, based on a systematic approach (Table 1) [11, p. 110]:

- administrative and legal principles of public administration;
- system-target principles of public administration;

Table 1

Classification of general principles of public administration by groups (1)

№	Group of principles	Content group of principles
1.	Administrative and legal principles of public administration	compliance with the objective laws of social development; publicity of legal regulation; compliance with the interests of the people; objectivity from the standpoint of law enforcement; correlation between government and public administration; legal regulation of management activity.
2.	System-target principles of public administration	powers separation between the entities of the horizontal and vertical government; subordinating local goals to a common goal; consistency of goals with each other; complementarity of goals; consistency in achieving the totality of goals; distribution of goals by public administration functions.
3.	System-functional principles of public administration	fixing the division of functions by legal norms; compatibility of functions of public authorities; differentiation of special (specific) functions; concentration of the same functions in the relevant bodies; combining related functions within one body; correspondence of actual activity to the assigned functions.
4.	System-organizational principles of public administration	unity of the public authorities system; territorial branch organization of management; a variety of organizational connections; conformity in the activity of the authorities (methods, forms, stages) to their place in the hierarchical structure; delegation of authority and responsibility; a combination of unity and collegiality; linear-functional (staff) construction of the management structure.
5.	Adaptive principles of public administration	clarification of the purpose in the change of circumstances; conformity of the system elements to a specific purpose; focus on continuous updating; setting standards for system elements; taking into account the pace of development of managed objects in the formation of management decisions; specification of management activities and personal responsibility; strengthening of social protection in civil servants.



- system-functional principles of public administration;
- system-organizational principles of public administration;
- adaptive principles of public administration.

Generally recognized are the principles of public administration, in particular (Table 2) [6, p. 560–651]:

- structurally targeted;
- structural and functional;
- structural and organizational;
- structural procedural.

In practice, the principles of public administration take on the character of norms, rules, which are guided in management activities in accordance with the socio-economic conditions prevailing in society [6, p. 560–651].

The division of state power in defining the public administration principles is proposed by S.O. Kravchenko, who defines a group of special principles in the category of the organization the executive power principles, which characterizes as provisions, the compliance of which promotes better organization the executive power. Key among them are the following: priority of legislative functions regulation, powers and order of executive bodies activity; independence of the exercise the functions and powers of the executive power from the bodies of the legislative and the judicial power within the limits defined by the Constitution and laws of the country; exercising internal and judicial control over the activities of executive authorities and their officials, primarily from the standpoint of ensuring respect for the individual and justice, as well as constantly improving the efficiency of public administration; responsibility of executive bodies, their officials for their decisions, actions or inaction before citizens whose rights have been violated; introducing a mechanism for controlling the function-

ing of the executive by the public through the institutions of parliamentary and direct democracy, assuming that senior positions in key executive bodies are political positions; efficiency, openness and integrity in the work of the government and other executive bodies [9].

A separate category of public administration special principles, which are focused on the organization public administration process and united in the principle of rational organization management processes, which provides general provisions, the observance of which ensures the rational organization processes in the management systems introduced by V.D. Bakumenko. To the basic of such principles he proposes: proportionality – provision of resources according to the capacity of different workplaces; continuity, which characterizes the ratio of working time to the overall length of the process; parallelism characterizing the degree of compatibility operations over time; accuracy, which characterizes the optimality the passage of the work object, information; the rhythm that characterizes the uniformity of the execution of processes over time; concentration of homogeneous items of work; flexibility. The group of these principles also includes those that relate to the smoothing of resource requirements (concurrency and reduction of work intensity). This category also includes the principle of a rational management structure, which is – the initial provisions that contribute to the formation of effective organizational management systems structures. Among them are the principles: compliance the links of management functions; minimizing the number of levels and links in the management hierarchy; concentrating on each level all the necessary management functions; the concentrations of functional units

in functional nodes; a clear allocation of the participation each functional unit in a single management process; elimination of functions duplications; minimizing the flow of commands from each link. The author notes that in modern management practice the principle of specialization is widely used, according to which organizations and units are separated by their peculiarities. This leads to the formation of target and functional bodies, linear and auxiliary elements [2]. At the same time, the American scientist F. Selznick warns against the hasty formalization procedures at the formation organizations stage, when its formation and the threat of isolation management from other employees at the time when such contacts are most needed [2].

The modern principles of the formation of the value foundations of public administration, as noted by V.M. Kozakov in the publication “The Basic Principles of Public Administration in Ukraine: the Social-Value Aspect,” are still out of sight of modern researchers [8].

The reason for this is a change in benchmarks, in particular, as noted by O.V. Chervyakova, a new paradigm of guidelines for public administration suggests a model of subject-subject interaction as a theoretical and methodological basis for the formation of public administration in Ukraine [3].

In the context of Ukraine’s European integration, the change of landmarks and the emergence of public administration requires the change of princes, which are the basis of the democratic states of the world, the observance of which is a prerequisite for Ukraine as a signatory to the Association Agreement between the European Union and the European Atomic Energy Community and their member states, of the one part, and Ukraine,

Table 2

**Classification of general principles of public administration by groups (2)**

№	Group of principles	Content group of principles
1.	Structural and target principles	consistency of goals, complementarity of goals, subordination of local goals to the general and others.
2.	Structural and functional principles	differentiation and fixation, concentration, combining, matching, etc.
3.	Structural and organizational principles	unity of the system of state power, centralization and decentralization, territorial-sectoral principles etc.
4.	Structural and procedural principles	concretization of management activity, conformity of elements (methods, forms and stages) of management activity to their functions.



of the other part [1]. That is, it concerns, first and foremost, the principles and provisions of the Charter of the United Nations [14], the Organization for Security and Co-operation in Europe (OSCE), in particular the Helsinki Final Act of the 1975 Security and Co-operation in Europe Conference [7], the final documents of the Madrid and Vienna Conferences respectively 1991 and 1992, the Paris Charter for a New Europe in 1990 [10], the UN Universal Declaration of Human Rights 1948 [12] and the Council of Europe Convention on the Protection of Human Rights and Fundamental Freedoms in 1950 [5].

**Conclusions.** Thus, defining the principles of public administration that provide a fundamental basis for the development of public administration in Ukraine in the context of Ukraine's European integration, which requires a change in the benchmarks that underpin the democratic states of the world, which are a prerequisite for Ukraine's accession to the EU.

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