

СЕКЦІЯ 1

ТЕОРІЯ ТА ІСТОРІЯ ПУБЛІЧНОГО УПРАВЛІННЯ

COMPARATIVE ANALYSIS OF PUBLIC ADMINISTRATION CONCEPTS

ПОРІВНЯЛЬНИЙ АНАЛІЗ КОНЦЕПЦІЙ ПУБЛІЧНОГО УПРАВЛІННЯ

The situation today in the world, particularly in Ukraine, shows that the current approaches and models for managing countries and their regions are no longer as practical as before. Therefore, new ways to reform the public administration sphere arise. However, it is necessary to study previous experience, analyze it, and structure it.

The paper examines the traditional approach to public administration and establishes its characteristic features: centralization of power; separation of the process of policy development and its implementation (separate work of politicians and appointed subjects of administration); emphasis on the efficiency of financial and human resource management; the administration process is continuous, predictable and guided by specific rules and principles; subjects of administration are appointed based on their qualifications and professionalism; the distribution of management functions is based on the functional principle and the basis of an approved hierarchy; the interests of society prevail over the interests of private individuals. The main principles of the concept of new public management are determined: marketing approach – citizens are consumers of public services; development of competition between providers of public services; expansion of citizens' rights; assessment of the work of government bodies by indicators of results, not costs; management by mission, not by laws and regulations; providing consumers with a choice: school, curriculum, housing option, etc.; emphasis on preventing problems, not on solving them; management by the principle of "earn, not spend"; development of cooperation and mutual assistance of government entities; advantage of market mechanisms over bureaucratic ones; provision of services through solving specific problems by all sectors: business, government, third sector. The features of the new public service concept are considered: emphasis on the development of civil society, digitalization of public administration, and formation of a system of decent remuneration for representatives of the public administration sphere.

An approach to their comparison is proposed according to such features as hierarchy, the relationship between the subject and the object, the central aspect in management, organization, and reorganization of processes, means and approaches used, target guidelines, and mission.
Key words: public administration, comparative characteristics, traditional public management, new public management, new public service.

Ситуація, яка відбувається сьогодні в світі та зокрема в Україні показує на те, що діючі

підходи та моделі до управління країнами, а також їх регіонами вже не є такими ефективними як раніше. Тому постає питання пошуку нових шляхів реформування сфери публічного управління. Однак для цього необхідним є вивчення попереднього досвіду, його аналіз і структуризація.

В роботі розглянуто традиційний підхід до публічного управління, встановлено його характерні риси: централізація влади; розмежування процесу розробки політики та її реалізації (окрема робота політиків та призначених суб'єктів адміністрування); акцент на ефективності управління фінансовими та людськими ресурсами; процес адміністрування є безперервним, передбачуваним та керується визначеними правилами і принципами; суб'єкти адміністрування призначаються виходячи з їх кваліфікації та професіоналізму; розподіл функцій управління відбувається виходячи з функціонального принципу та на основі затвердженої ієрархії; інтереси суспільства переважають інтереси приватних осіб. Визначено основні принципи концепції нового державного менеджменту: маркетинговий підхід – громадяни це споживачі публічних послуг; розвиток конкуренції між постачальниками громадських послуг; розширення прав громадян; оцінка роботи органів управління за показниками результатів, а не витрат; керування місією а не законами та правилами; надання споживачам вибору: школи, навчальної програми, варіанта житла і т.п.; акцент на попередженні проблем, а не на їх вирішенні; керування принципом «заробляти, а не витрачати»; розвиток співробітництва та взаємодопомоги суб'єктів управління; перевага ринкових механізмів над бюрократичними; надання послуг через вирішення конкретних проблем всіма секторами: бізнесом, владою, третім сектором. Розглянуто особливості концепції нової державної служби: акцент на розвиток громадянського суспільства, цифровізація публічного управління, формування системи гідної оплати праці представників сфери публічного управління.

Запропоновано підхід до їх порівняння за такими ознаками як: ієрархія, взаємозв'язок суб'єкта та об'єкта, головний аспект в управлінні, організація та реорганізація процесів, засоби та підходи, що застосовуються, цільові настанови, місія.

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

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Statement of the problem. Over the past hundred years, the sphere of public administration has undergone significant changes. In many

ways, this was due to the formation of a new world order, the emergence of industrially developed countries, new approaches to public

administration, reforms taking place in the OECD countries and the USA, the development of technologies, and many other factors. Despite the war that is taking place today in Ukraine, the reform of the state apparatus remains an urgent issue for us. All the reforms necessary for joining the European Union are also continuing. Therefore, the issue of studying effective and efficient approaches to the implementation of public administration is quite essential.

Analysis of recent research and publications. In general, the issue of existing concepts of public administration is presented in the works of such foreign and domestic scientists as Bakumenko V.D. [1], Bereza A. [2], Boston J. [3], Bourgon J. [4], Denhardt J. V. [5], Dunleavy P. and Hood C. [6] Dzyuba G. [7], McCourt W. [8], Osborne S. P. [9], Rao S. [10], Quah J. S. T. [11], and others. They consider the general aspects of all existing public administration concepts and their advantages and disadvantages. However, to better understand their essence content and key features, it is necessary to consider the evolution of their emergence and application in different world countries.

The article aims to analyze and systematize the evolution of the emergence of public administration concepts, study their features, research applied aspects of implementation, and develop an approach to their comparison.

Presentation of the primary material. In general, it should be noted that according to [1], the main elements of any concept of public administration are:

- goals (mission, hierarchy of state goals, development strategies, public policy);
- functional structure (public administration system, i.e., a set of certain public authorities with their functions and tasks);
- a set of processes (change in the state of the state, its development, management, communication, and research at the public level);
- means (public management technologies, public administration science, public education, administrative culture, state budget, public service, other public resources);
- morphology on which the system has developed and exists (society, its state, all the diversity of social activity);
- results (new state of society).

Most authors consider the differences and standard features in traditional and new approaches to public administration precisely based on such components. The conventional approach to public administration is based on an elitist top-down approach. According to this approach, public administration entities are independent and work without connection with citi-

zens and politicians, while the principles of integrity must guide their work. This model's primary emphasis is building an effective organizational structure and a command and control decision-making hierarchy. Most countries have used This approach since the end of the 19th century. In contrast to this approach, the latest models of public administration (which appeared in the second half of the last century) are based on the principles of democracy. According to them, public administration entities require constant supervision by citizens and must report to them. That is, management is based not on management but on serving the good of society. The primary motivation for the work of public administration entities is the benefit to society and its development. Such alternative models have found support in many developed countries and are widely implemented in reforming the state apparatus and developing countries. In addition to serving the community, the latest models of public administration are characterized by the following characteristic features: decentralization of power, fair remuneration of administrative entities, dissemination of the principles of integrity and the fight against corruption, bottom-up management, etc.

Let us dwell more on how these concepts appeared in public administration.

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. Characteristic features [12]:

- centralization of power;
- separation of the process of policy development and its implementation (separate work of politicians and appointed administrative entities);
- emphasis on the efficiency of financial and human resource management;
- the administrative process is continuous, predictable, and guided by specific rules and principles;
- administrative entities are appointed based on their qualifications and professionalism;
- the distribution of management functions is based on the functional principle and the basis of an approved hierarchy;
- the interests of society prevail over the interests of private individuals.

It should be noted that the traditional model of centralized bureaucratic management had significant results for other countries as well. Bureaucracy, appointments, and stable career growth of civil servants were considered the main socio-economic development factors (according to World Bank data for 1997). Further development of this model was based on reducing expenditures on maintaining the state apparatus

due to the number of entities involved in management, rationalizing the number of departments and divisions while maintaining decent wages for current managers.

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. It involves using the basic principles of the market concept of activity used in the private sector. Comparison of the management process in the private and public sectors allowed us to identify the following shortcomings of public administration: lack of flexibility, a complex process of personnel rotation, lack of a mechanism for determining demand for public services, and, accordingly, lack of quality supply, significant regulation of service provision processes, ineffective remuneration system, corruption, abuse of authority, etc. [2]. Another concept author, J. Boston [3], identifies the following differences between public administration and management in the business sector: legal restrictions, legislation, hierarchy, dependence on political influence, coercive and monopolistic nature, broad influence, public control, and difficulties in evaluation.

The main principles of this model, according to [9], essentially constitute the basis for decentralization reform:

- marketing approach – citizens are consumers of public services;
- development of competition between providers of public services (transfer of the right to provide services to the private sector);
- expansion of citizens' rights – transfer of control over the activities of government bodies directly to citizens);
- assessment of the work of government bodies by indicators of results, not costs;
- mission management, not laws and regulations;
- providing consumers with a choice: school, curriculum, housing options, etc.;
- emphasis on preventing problems, not on solving them;
- management by the principle of “earning, not spending”;
- development of cooperation and mutual assistance of management entities;
- the advantage of market mechanisms over bureaucratic ones;
- Provide services by solving specific problems for all sectors: business, government, and third sector.

The next stage of development was the concept of a new public service. This concept also assumes that the needs and requests of communities and civil society should be the basis

of attention in the management process. This approach differs in that the main task of the bodies of management entities is not management (as in the case of traditional public management) or identification of citizens' needs (as in the case of new public management) but assistance in their definition and formulation of common interests of each community and the state as a whole [5]. Market principles also guide this concept. In the case of the private sector (the experience of which is used in the idea of new public management), business entities are guided by the principle of maximizing profit to meet the needs and demands of consumers. In the case of public administration, the main thing is to identify such needs that will have maximum effectiveness in further developing the state, territories, and individual communities. At the same time, the management process involves the active involvement of citizens according to the principle of democracy. Citizens should be involved in the search and adoption of decisions that would contribute to the development of the community to a greater extent and not be passive recipients of public services. Civil servants should cooperate closely at the vertical and horizontal levels, collaborate with many subjects, be guided by democracy, report, motivate citizens, and work together to achieve a social result. In essence, this concept involves forming a vast network of managers, starting from an individual citizen and ending with central government bodies.

This concept has become widely used in Great Britain, Australia, and New Zealand [13]. It involves state-wide management when setting goals and working to achieve them, which takes place in the process of coordinated interaction, coordination, and monitoring of the work of a wide range of people [14].

In addition, a significant difference in the concept of the new civil service is the widespread introduction of information and computer technologies into implementing public administration and its digitalization, as well as the formation and development of its digital potential. This approach allows the active use of modern technologies to involve citizens in public administration and change the nature of relations between government agencies and civil society [15]. This opens up new opportunities for obtaining services, controlling the process of their provision, and increasing transparency. The emphasis on the creation and development of the application of technological innovations by public services is noted in [16].

Another critical point of the concept of the new civil service is the development of a system of motivation for the practical work of government

Table 1

Comparative analysis of public administration concepts (compiled by the author)

Comparison sign	Old public administration	New public administration	New public service
Hierarchy	Top-down	Top-down and bottom-up	Bottom-up
Relationship between subject and object	No relationship with citizens	Interaction with citizens and cooperation with the private sector	Active involvement of citizens and non-profit public organizations in the management process
The central aspect of management	Leadership	Service	Collaboration
Organization and reorganization of processes	Bureaucracy Centralization	Decentralization Using market mechanisms	Democracy Network collaboration
Tools and approaches used	Traditional	Marketing, delegation, and transfer of functions to the private sector	Digitalization, Motivation, Collaboration
Targeted guidelines	Cost reduction	Increased performance	Civil society development
Mission	Meeting the needs of the state	Identifying and meeting citizens' needs	Joint formulation and satisfaction of community needs with citizens
Levels and areas of interaction	Active interaction in the internal environment, almost no interaction in the external environment	The same level of interaction in both the internal and external environment	There is a much higher level of interaction in the external environment than in the internal one.

agencies, as well as decent remuneration for their work. The main aspects of this process, according to [17], are forming a sense of civic duty and commitment to society, accountability of public administration bodies, a reward system for the results obtained, and disseminating information about successful activities.

To summarize the above, we will conduct a comparative analysis of the concepts (Table 1).

Conclusions. So, the considered concepts of public administration and their evolution allowed us to develop an approach to their comparison according to such features as hierarchy, the relationship between subject and object, central aspect in management, organization, and reorganization of processes, means, and approaches, used target guidelines, and mission. If we talk about the reforms that took place in the current century in developing countries (although some of them were already attributed to the world's developed countries), it should be noted that they used the so-called combined approach. Thus, to form a strong state apparatus at different levels of management, certain aspects of the old state management were used – concentration and structural and organizational reforms associated with an effective hierarchical and meritocratic model. After all, in some moments, decentraliza-

tion requires additional human and technological resources. In addition, there may be significant fragmentation of the management process, which will strengthen target guidelines and reduce concentration on the main goals. At the same time, many countries emphasize the need for public-private partnerships, the introduction of market mechanisms in the sphere of public administration, the development of civil society, and the development of a system of decent remuneration for civil servants and officials of local governments.

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