

Effective governance in public authorities: control over decision-making in Ukraine and OECD countries.

Gobernanza eficaz en las autoridades públicas: control sobre la toma de decisiones en Ucrania y los países de la OCDE.

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Abstract

The article reveals the issues of improving the efficiency of management decisions made by the authorities through the usage of monitoring and control. Today it is difficult to argue with the statement that these tools of analytical observation and evaluation affect both the social background of society and the effectiveness of public administration. The purpose of the study is to determine the methodological features of monitoring and state and public control, similar features and specifics of each approach. The methods of analysis, synthesis, comparison method, classification were used in the work. Particular attention is paid to such a relevant approach as the matrix method. As a result of the study, the method of control and monitoring of management decisions was classified. The differences in the implementation of control actions by both authorities and NGOs. It is shown that the nature of the subject of control and monitoring depends on the features of the problem, the standard or the variety of measures and the purpose of the observations. As a result, the study concludes that streamlining the systematization of control and monitoring by the authorities and public control organizations helps to increase the effectiveness of management decisions. It acquires special significance for the system of public administration of Ukraine, which is now being actively formed.

Keywords: Control, Monitoring, State Power, Administrative Decisions, Bureaucracy and Official Competences.

Resumen



El artículo revela los problemas de mejorar la eficiencia de las decisiones de gestión tomadas por las autoridades mediante el uso del seguimiento y el control. Hoy en día es difícil argumentar con la afirmación de que estas herramientas de observación y evaluación analíticas afectan tanto el contexto social de la sociedad como la eficacia de la administración pública. El propósito del estudio es determinar las características metodológicas de monitoreo y control estatal y público, características similares y especificidades de cada enfoque. En el trabajo se utilizaron los métodos de análisis, síntesis, método de comparación, clasificación. Se presta especial atención a un enfoque tan relevante como el método matricial. Como resultado del estudio, se clasificó el método de control y seguimiento de las decisiones de gestión. Las diferencias en la implementación de acciones de control tanto por parte de autoridades como de ONG. Se muestra que la naturaleza del tema de control y seguimiento depende de las características del problema, el estándar o la variedad de medidas y el propósito de las observaciones. En consecuencia, el estudio concluye que agilizar la sistematización del control y seguimiento por parte de las autoridades y organismos públicos de control ayuda a incrementar la efectividad de las decisiones de gestión. Adquiere una importancia especial para el sistema de administración pública de Ucrania, que ahora se está formando activamente.

Palabras clave: Control, Seguimiento, Poder Estatal, Decisiones Administrativas, Burocracia y Competencias Oficiales.



Introduction

The modern system of state power at the federal and regional levels provides a fairly branched and well-formed structure of distribution of powers and competencies. In turn, the mechanisms of mutual relations of the power with a society are fulfilled at each level.

The appointment of state power is primarily in the interests of society. In the democratic model of the state, power is exclusively applied, instrumental in its nature, through which society achieves the goals. Accordingly, such a system implies extreme transparency and sustaining. In practice, it usually turns out that the system of public administration becomes 'stiff' and has a self-sufficient structure that loses flexibility. And the less democratic the state is, the more its governing structure loses efficiency.

Experience shows that the methods of state and public control and monitoring are able, if not to restore completely, then at least to bring state power closer to its organic goals of serving the interests of society. Today, when the development of society is becoming more difficult, the management system is facing an unprecedented number of different challenges. The importance of the feedback factor has increased. Authorities that are incapable of self-control and transparency for society are also incapable of protecting themselves from crises. At the same time, voluntarism, spontaneous and ill-considered influence of society on the government also carries huge risks.

This indicates that the study and search for a balanced system of control and monitoring becomes particularly relevant. So, the *purpose* of this study is to identify and classify the methodological characteristics of control and monitoring, as well as the features of the application of a practice.

Literature review

First of all, the scientific literature in the field of monitoring and control is based on general theoretical problems of mostly philosophical nature. Popper (1972) was a supporter of a traditional point of view – justification of a voluntaristic market approach to the problem. Fukuyama (2004), despite his consistently modernist position, paid considerable attention to corporate solidarity in society and even assigned a significant role to the state, which we see in one of his most significant works.

Attempts to create a cybernetic modeling management decisions and their control go back to Wiener's feedback theory (Wiener, 1948). In the highly specialized scientific literature, we face fears of excessive bureaucratization of society (Lynn, 2001). Taking into account all the tendencies of modernist and traditional understanding of power, the author comes to a sharply debatable conclusion that modern critics of traditional thought pose a greater threat to democratic values than supporters of the so-called "bureaucratic paradigm".

Most researchers, however, emphasize that the new and old approaches complement each other, although they are based on partially contradictory principles. This view is clearly articulated in the study of Christensen and Legreid (2011). Various aspects of bureaucratic reform are revealed in Gregory (2001), Koppell (2003), Catlaw (2008).

Another important area of research is to identify regional features of management systems. Each of them tends to a particular tradition, being not only an illustration of it, but also a carrier of new important trends. Whether it is Vietnam (Painter, 2003), the European Union (Torres, 2004) or the United Kingdom (Aucoin, 2012) - everywhere we see this theory, when it is confronted with practice, gets new, organic features in the bureaucratic structure of the state or union of the states. It is true that the feedback is also diverse. Each of the systems has its own characteristics of monitoring and control.

In this study we tried to determine the processes of control over management decisions on the basis of Ukrainian realities by the social and state specifics of Ukraine. Unfortunately, the differences between, on the one hand, state and civil control, on the other hand, monitoring in the system of public authorities remain insufficiently studied in Ukraine. Among domestic scientists working in this field, we can mention Berdanova et al. (2003). She believes that one of the important ways to increase the effectiveness of government decisions is the introduction of an effective system.

Nyzhnyk and Mashkova (1998), Radchenko and Izha (2018) pay attention first of all to the control system. They clearly distinguish public control over state power and the so-called internal control exercised by the structures of state power. Bublilii (2016) focus their attention on public control. Dulina (2017) found his internal control.

Methodology



The topic is interdisciplinary, at the intersection of such areas of knowledge as the theory of public administration, the theory of management of decision-making, controlling and auditing. This determined the application of both general theoretical and specific research methods.

Methods of analysis and synthesis helped to establish the general features of monitoring and control, while the comparison of these concepts and the classification of costs of central government are techniques of the method of comparative comparison. These methods allow identifying the specifics of monitoring and control and their fundamental differences from each other. The matrix method allowed revealing the stages of preparation of a reasonable management decision by the authorities.

Results

Management is a complex and complicated process and its result is a management decision. It cannot appear spontaneously and unreasonably. This suggests that self-control of public administration begins with the decision-making process and ends with taking into account all the consequences of the decision.

The openness of the system of power in a democratic type of society implies transparency and observation by society. It is carried out in

combination with control by the state authorities. For example, Bakumenko (2012) saw the process of public administration as a series of "continuous and interdependent actions and functions" of public authorities. Finally, it is public policy that finds expression through these various actions. They are a kind of 'roadmap' in achieving the goal and solving the tasks which are set before the authorities. Then the result of this process is formed - a management decision at the state or local level. It is clear that there are a large number of such decisions, depending on the areas of activity and competencies of the bureaucracy that manages these areas. However, the vast majority of them concern the spending of public finances for certain needs of society.

In this regard, there are certain trends and recommendations specific to OECD member countries. This organization includes states with high and stable development. Ukraine is on the way to this status. Therefore, for a more profound study of the features of the monitoring and control mechanism in societies with different levels of development, it is necessary to compare the cost structure of OECD member countries with a similar structure of the Ukrainian state, based on comparable data. The Figure 1 shows the costs of the state budget of Ukraine in 2019.

Let's compare the structure of budget expenditures of Ukraine and OECD member countries (Table 1)

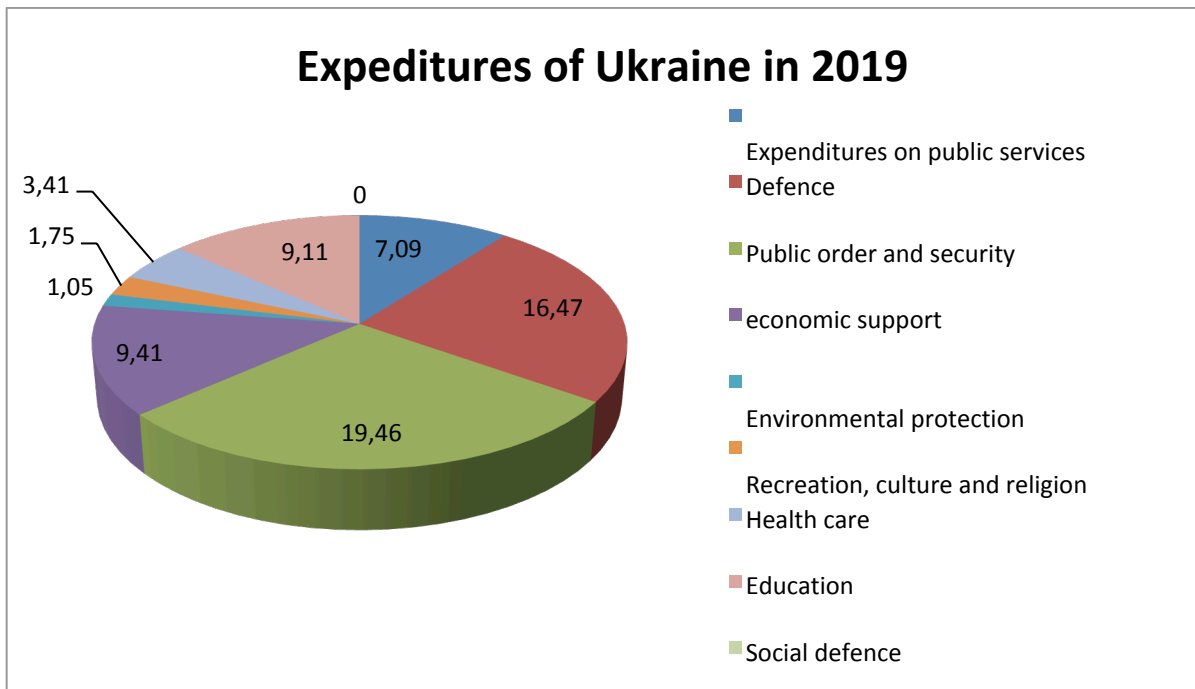


Figure 1. The structure of expenditures of the state budget of Ukraine in 2019

Source: The Price of State (2019)

Table 1. Comparison of the cost structure of the central authorities of Ukraine and OECD member countries, %

Expenses in 2019	OECD	Ukraine
Expenditures on public services	22,33	7,09



Defense	9,12	16,47
Public order and security	3,12	19,46
Economic support	8,69	9,41
Environmental protection	0,64	1,05
Housing and communal services	1,47	0,00
Health care	17,12	3,41
Recreation, culture and religion	0,92	1,75
Education	7,37	9,11
Social Protection	29,16	32,00

Source: OECD (2020)

Public spending in OECD countries is more stable and more socially oriented. In Ukraine, a significant amount of money goes to public order and security (19.46%). Public services and health care remain underfunded compared to OECD countries (7.09% and 3.41%, respectively).

Fundamental and not very flexible approach can be considered control, which role in the system of state power is to identify the course and nature of the implementation of adopted state programs adopted by the authorities as a kind of guide to action.

Quite different characteristics are inherent in monitoring. This is an observation by society of the actions of state power. Monitoring is spontaneous, free in the forms of implementation and generally based on the active civil position of the people who conduct it. It can also be regular, but this regularity is not managed and is not mandatory, but depends entirely on activity and transparency. Table 2 provides a detailed description of similar and distinctive features of control and monitoring.

Table 2. Comparative characteristics of the concepts of "control" and "monitoring" of management decisions by public authorities

	Control	Monitoring
Definition	Basics: the principle of feedback Materiality: A set of measures aimed at obtaining objective information about the activities of public authorities. Structures that are involved: civil society institutions on the basis of transparency and professionalism or self-control bodies.	Basis: studying problems Significance: Systematic and comprehensive study of the activities of public authorities and local governments Involved structures: civil society institutions on the basis of knowledge or self-control bodies
Action	Verification and control over the actions of the authorities and their consequences, Special control during elections pays attention to promises and monitors the implementation of orders.	Complex of research actions: Study, observation, collection and accumulation of socially important information Poll Media monitoring Tracking the performance of public authorities and local governments. Creating a picture of the dynamic state of affairs in different sectors of the economy and social life and comparing it in historical terms and identifying trends
Subject	Object: State policy Subject: protection of vital interests of the general population.	Object: State policy Subject: Priority areas of socio-economic development of the state and regions
Periodicity	Conducted: constantly periodicity: determined by the authorities.	Exists in authoritarian countries: sometimes, spontaneously In democracies: constantly on the basis of developed sustainable mechanisms
Result	Dynamic presentation of the process of policy implementation at critical points according to the criteria determined by the government.	Improving the efficiency of executive bodies and local self-government

Source: author's development



Control and monitoring are a very effective combination of ways to monitor the validity of management decisions. They complement each other and contribute to the development of more balanced and understandable in society management decisions. Decisions are controlled not only by the fact of their adoption, *ex post facto*: no less important is the competent observation at the stage of decision-making and their implementation, identifying whether the conclusions were correct in a particular situation, whether there was enough information for certain conclusions, etc.

Free application of the monitoring methodology allows resorting to almost innumerable forms of it: any talented journalistic material, any qualitatively conducted social survey can be effective forms of observation and evaluation. Public control does not have such established forms and algorithms as we see in the state. The subject of inspections for state control bodies is the compliance of government decisions with the goals and objectives set by higher levels of government. In the case of public control, it is more about abuse and exaggeration of power. Such situation leads to the state's failure to fulfill its social responsibilities, an attempt to realize their interests at the expense of citizens. Examples are distortions in the structure of Ukraine's public spending, which impede its development. Although, at the same time this does not mean that they cannot be justified. We have to admit that sometimes they lead to direct human rights violations and then public scrutiny can appeal to law enforcement.

In our opinion, Bublik (2016) described perfectly the main features of public control from the point of view of Ukrainian specificity, the list includes:

1. Control of observance of instructions by authorities;
2. Control of legality - compliance with applicable regulations;
3. Control of expediency of administrative decisions;
4. Control over observance of prohibitions and restrictions established for state bodies;
5. Control over the staff of the authorities;
6. Control over the observance of the rights and freedoms of citizens;
7. Control over the distribution and use of material, financial and other resources, compliance with the economy (Bublik, 2016).

Management decision as a product of the state power system can be characterized by levels, tools of influence, goals and objectives. Bakumenko (2012) in the search of the origins of the managerial decision builds a chain of successive steps:

"conditions - needs - interests, motives - goals - decisions - actions to implement them - results".

As can be seen from this chain, its first points reflect the process of decision formation and its conditionality, but the following - its implementation and ultimately the consequences. So, it is important that the control takes into account all stages of decision-making and not separately just one of them. Mistakes of this kind lead to a sharp decrease in the effectiveness of control. Meanwhile, it is difficult to consider effective the control which ignores separate stages of decision-making. In this case accuracy of detection of infringement suffers.

Let's describe in detail the characteristics of the stages of management decisions and its formation in terms of control.

1. Detailed diagnosis of the problem. The decision is already an action and it is always a response to a challenge, which can be ordinary and regular and extraordinary. There are different levels of depth of study of the problem, but it is in the exact diagnosis that most often lays the reason for the fallaciousness of a seemingly logical solution. It can be hasty or late or it does not take into account objective factors and so on. Typologically, we can divide the problems that arise at this stage. There is the fundamental deviation of the decision from the recognized and correct course or insufficient (negligent, etc.) implementation.
2. Collecting information. This information may be quite scientifically valid, but the decision should always be based on calculations and this requires specific and objective data. A casual control may take into account the urgency of the problem, but at the same time not provide resources to eliminate it. The factor of data objectivity is also important. Obvious and very accurate data are easier to obtain, but sometimes approximate generalizations can significantly improve the quality of management decisions in the future.
3. Information processing. This factor largely intersects with the previous one, but it includes not only the choice, ie what information data we take into account in the first place, and which generally discard, but also bringing essential information in a form accessible to analytics (tables, graphs, charts, etc., ie everything that contributes to a better description of the situation). Unstructured (in terms of the level of objectivity and constructive value of information) cannot serve as a reliable basis for the development of project solutions or alternatives.
4. Formation of solutions. Having 'an information picture', you can rely on it in the development of possible algorithms for solving problems. However, in practice it is almost never so that the

management decision is unique and self-sufficient. There are usually several models of effective solutions. Here the task of control is to understand whether all possible valuable solutions have been lost, whether the necessary information data has been ignored.

5. Choosing a solution. Sometimes we obtain different and contradictory solutions from the same data and each of them may be appropriate. At this stage, the task of control is to determine whether the right alternative has been chosen and on what grounds this particular model of decision was preferred over another. Monitoring reveals whether a much more effective alternative has not been missed than that one which has been accepted.

6. Implementation of the solution. This stage consists mainly in the compliance of the tasks with the allocated resources, the competence of the performers and so on.

All components of control, all its stages equally help to form a comprehensive inspection on the basis of objective data. And the more balanced the system of government is, the more balanced the appropriate control will be.

Discussion

If we expand our understanding and improve the theoretical substantiation of the problem, it will lead us to fundamental philosophical generalizations. This will provide us with an alternative that will serve as a justification for the goals and practical objectives of monitoring and control, as well as their role in the process of making management decisions.

Management is not a constant and averaged typology of all specific managerial actions, norms and approaches, but a living and multifaceted process, inscribed in the structure of society relevant at a given time and place. It directly concerns the problems of open society, as well as the stability of its structure, which corresponds to the concept of open society, permanent social construction and social engineering Popper (1972).

It can be described as a kind of sequence of "manual" design actions based on the same consistent and even unrestrained voluntarism. Brzezinski, Soros and others are among the well-known supporters of this point of view. This approach is basic in the activities of the most successful management systems of free Western capitalism.

A more cautious approach in terms of maintaining the stability of the system can be considered the concept of feedback from Wiener (1948) and its

comprehensive social design. Indeed, the rigid of the system leads to its degradation. Response, feedback and answer are necessary. Otherwise, narrow-mindedness and tenseness will lead to completely opposite results. However, homeostasis - a stable functional state - is vulnerable to intense entropy factors.

In general, we can say that the usage of cybernetic ideas and concepts to describe management phenomena of a social nature does not mean the possibility of direct dissemination of mathematical methods of cybernetics in social knowledge. Such concepts and characteristics have some common features and characteristics of communication processes in complex dynamical systems.

The complicated management structure, with its various specifics and competencies, is fundamentally inaccessible to formal mathematical generalizations. However, this does not prevent us from making generalizations based on cybernetic conclusions, and only practice can tell which of them and to what extent can be applied in each case. Fukuyama (2004) in his work "Strong State" gave a fairly high assessment of the factor of solidarity in post-socialist society.

According to this scientist, communities with a high level of organization are more sensitive to social responsibility. They have a higher level of self-demand than communities built on the most independent individuals. And here the control is substantiated not by means of voluntaristic self-reflection of system in eternal pursuit of the changing world, but on the mutual obligations balancing relations in collectives.

There is the need to strengthen state institutions as the main priority in the global world for successful administrative reforms of the XXI century. Fukuyama (2004) forms a vision of new models and principles of governance: decentralized, polycentric, flexible, innovative, those that combine the principles of state and market regulation, individual freedom and new forms of collective and personal responsibility.

Therefore, despite all the brand new options for monitoring management decisions, the traditional understanding of the management system as a sustainable order, is still relevant. However, now there is a very active search and development of new approaches, especially at the methodological level. These new methods are actively arguing with each other and with the old understanding.

In Ukraine, the situation is also complicated by the incompleteness of the management system, which



affects a wide range of different ways and approaches of monitoring and control. The same circumstance leads to the great importance of facts and field research. More and more such studies appear every year.

But most of them tend to exaggerate the understanding of a trend. For example, Radchenko and Izha (2018) argue about the ineffectiveness of state control in relation to public administration due to a possible institutional conflict of interest and emphasize the relevance of the development of public control. We believe that public control or monitoring does not agree to provide a full assessment of the government's actions through one-sidedness.

Still, Dulina (2017) notes that the usage of internal state control allows not only to identify deviations from the planned actions, but also to use the results to make subsequent decisions in order to further improve activities and increase its efficiency. In this case, we adhere to the idea of the nominal equivalence of public and internal control of the authorities, as their purpose is equally conducive to the development of the authorities and the improvement of control mechanisms.

However, as shown in our study, internal state control has a high level of regulation and is essentially an element of the system of public administration. While public control is external to the authorities and therefore potentially more independent and diverse.

Conclusion

The system of control over the decision-making of government bodies cannot do without both state and public control. The first is carried out by public authorities, the second - by the public. There are different traditions of bureaucracy theory. Trying to avoid the extremes of each of them, we came to the conclusion that the absolute form of state control leads to the 'ossification' of the system. On the contrary, the absolute form of social control conceals the risk of an excessively voluntaristic attack on the system. Monitoring can be very useful. It is regular in developed democracies, but its impact on government is limited.

The basic features are systematized in the context of methods selection and tools of control of administrative decisions of authorities. They show the difference between control and monitoring. The diachronic approach complements our understanding of the mechanisms of direct functioning and allows us to see the process of management decisions at all stages of their implementation without any exception.

So, the system vision is presented in the work. This system vision of all types of control and monitoring of administrative decisions of authorities promotes improvement of understanding of the problem. In future this will be the basis for more detailed modification of the methodology of control and monitoring of management decisions.

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