

HUMANIZATION OF PUBLIC ADMINISTRATION IN THE CONDITIONS OF TRANSFORMATION PROCESSES: EUROPEAN EXPERIENCE FOR UKRAINE

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Abstract: Most European countries, like Ukraine, have gone through the last two decades through a wave of reforms in the public administration system in line with the New Public Management (NPM). First of all, during the reform process, it was about changing the style, method, and nature of the work of state institutions, increasing the efficiency and effectiveness of their work. The conditions for the implementation and the corresponding results of the reforms differ, which allowed one of the leading experts in the analysis of reforming states to speak of "leaders" and "laggards" in this area. Differences in approaches to public administration led to a modified Model of the state. According to its target functions, the humanization of public administration is a condition for the harmonious activity of a specialist and the enrichment of his potential, the growth of essential forces and abilities. Humanization is a process aimed at developing a manager's personality as a subject, in part, of creative activity. Consider in this article the experience of modernizing public administration on the example of European countries.

Keywords: Concept of neo-Weberianism, European countries, Humanization, Modernization, New Public Management, Public administration, Reformation of the public administration system, Weberian model of bureaucracy.

1 Introduction

Currently, along with the development of the national system, the integration of domestic administrative management into the European and world space is taking place [72]. The desire to overcome professional isolation and cultural limitations, an orientation towards the upbringing of a well-educated and harmoniously developed personality are characteristic of the entire world community at the end of the 20th – beginning of the 21st century. The possibilities of the harmonious development of the individual largely depend on the level of social development in the country, the content of the values transmitted to its citizens, knowledge, skills, and abilities, and the quality of professional training of members of society. In the course of historical development, peoples improve their systems of life. In many countries of the world, the search for new models of management systems that more fully satisfy the needs of the individual and society has intensified [10].

The paradigm of humanistic public administration, reflecting many features and peculiarities of trends in the global state process and the historical development of society as a whole, is predominantly a product of Western civilization [70]. In the West, traditions related to the realization and practical implementation in various spheres of the social life of the freedom of each individual person, the autonomy and independence of his personality, the recognition of his right to individuality, liberty, and initiative were born and developed. In this regard, professional training in the context of its humanistic orientation is of particular importance.

The humanistic orientation is ensured by implementing a set of such psychological and pedagogical conditions as the orientation of vocational training, on the one hand, to the socially given humanistic goal of public administration [54]. But, on the other hand, on the development of his creative individuality; an organic combination within the framework of the value approach methodology of the principles of culturological, personality-activity, poly subject and individual-creative approaches; the

unity of general cultural, social, moral, and professional development of the individual in the context of a broad humanitarianization of the content of public administration.

Public administration cannot be based only on those principles that focus only on the mental development of a person [20]. Studying the works of different researchers allows you to understand and feel the general humanistic approach underlying the technologies used. Its essence is the preoccupation with people's lives, problems, difficulties, experiences, aspirations, and an appeal to the faithful, genuine "I."

The concept of the neo-Weberian state is the result of a synthesis of the Weberian model of bureaucracy and the introduction of style, methods, and tools from the private sector into the work of public sector organizations to increase primarily economic efficiency. Here are the main features of the old, based on the Weberian model of bureaucracy, the paradigm of public administration:

- The bureaucracy is distinguished by a differentiated hierarchy of positions and a clear career path;
- The decision-making process is formalized;
- Methods and methods of action are standardized and established by rules and regulations;
- The structure of communications in the bureaucracy, written instructions dominate, which are based on paperwork, paperwork [21].

Bureaucrats are encouraged to loyalty in the following way:

- Remuneration corresponding to social status;
- Life-long employment system;
- Clear "conveyor" prospects (one leaves the position - the next one takes his place) of career growth.

The Weberian model, which existed for a long time (and in many respects still exists today), has found its application in European countries due to cultural and historical characteristics and the prevailing legal system [1-8]. If the legal system proceeds from codified law in continental Europe, then in Anglo-Saxon countries, general case law has become dominant. The formation of the continental model of bureaucracy, willingly or unwillingly, followed the Weberian path, which determined the trajectory of the development of the public administration model until the 80s of the twentieth century. Within its framework, the influence of the experience of the private sector on the principles and system of management of organizations in the public sector was insignificant [51]. The managerial dichotomy between the private and public sectors was eliminated in a kind of "managerial revolution" when the methods, style, and experience of managing private organizations were introduced into the practice of managing public institutions [13, 16, 17].

Of course, such a "paradigm change" would have been impossible without the internal evolution of the states of "old Europe," largely under the influence of both internal (budget crisis, growing expectations of the population regarding the improvement of the quality of services by the state, political competition, etc.) and external (globalization of labor and capital markets) factors [58].

2 Materials and Methods

The theoretical basis is the development of ideas about the state and bureaucracy within the framework of a new institutional economic theory, affecting transaction costs, property rights, and the theory of agency relations [21, 33, 72]. This made it possible to explain the individualistic behavior of bureaucrats different from Weberian principles. Thus, the existing model with its specific (positive) features, such as professionalism, meritocracy,

high efficiency of processes, political neutrality, was supplemented with the following elements of reform in the spirit of NPM and humanization:

- Decentralization and delegation of responsibility for making operational decisions to the level of direct executors, giving managers more freedom to achieve the goals set by the organization;
- Increasing efficiency through the use of contractual relations both within the public sector and with private organizations [24-26];
- Orientation in assessing the performance of state institutions on the immediate results (Output), final results, and social effect (Outcome, Impact) from their activities, and not on the costs of resources (Input) necessary to achieve them (management by results or its modified version – performance management) [69];
- Development in the public sector of competition and focus on the interests and needs of consumers; understanding competition as a critical factor in reducing the cost of providing services and improving their quality;
- Use of the technique of holding tenders and concluding contracts with civil servants;
- Extensive "privatization of tasks," which consists in revising the feasibility of fulfilling specific tasks on the part of directly state bodies and thereby developing the processes of both the privatization of property and the outsourcing system;
- The use in public institutions of management inherent in private firms, that is, the transition from a bureaucratic style of leadership to greater flexibility and the use of new, in particular, electronic technologies;
- Development of "customer focus," the attitude to citizens not as applicants, but as clients who should be provided with high-quality services in a convenient way and with maximum comfort [9, 57].

3 Results

Implementing the cultural and humanistic functions of public administration poses the problem of developing and introducing new technologies that would help overcome the impersonality of government, its alienation from real life by dogmatism and conservatism [22]. Partly updating methods and techniques is not enough for creating such technologies. The essential specificity of humanistic technology is not so much in the transfer of some content of knowledge and the formation of the complementary skills and abilities, but in the development of creative individuality and intellectual and moral freedom of the individual, in joint personal growth.

As a result of this addition, the traditional European rule of law becomes more market-oriented, more "responsive" to the needs of society, more flexible and efficient in terms of adapting to changing environmental conditions [28-31]. To a large extent, under the influence of the state's "privatization of tasks," the concept of "enabling state" emerged, which is based on the principle of subsidiarity. The rejection of the idea of a "welfare state" from "the luxury of charity" shifted the emphasis from state paternalism to creating conditions for realizing the interests of a wide range of stakeholders [41].

A new understanding of the relationship between the state, the market, and civil society is emerging. In general, one can state the interaction of one approach – administrative, with another – managerial, which reformers were guided by within the new ideal type of public management framework [18]. Under the influence of the transfer of tools from the private sector to the practice of government institutions, a kind of synthesis arose – a neo-Weberian bureaucracy. Thanks to the process of social learning, the system of public administration in the countries of the continental model was able to significantly change the Weberian culture in the field of government in the direction of more "client-centeredness" even in those cases when the "pure" options for reforms were only partially implemented [63].

The characteristic features of such synthesis are manifested in the following properties of the model of humanization of public administration of the state:

1. Representatives of public administration are no longer bureaucrats, but professional managers in the service sector, focused on results and consumers;
2. Citizens have rights and obligations in such a state governed by the rule of law [34-36]. But thanks to their role as consumers and participants in the process of determining the volume and structure of production of public and socially significant goods (including using the institutions of direct democracy), an equilibrium is established between supply and demand, which makes it possible, if not to remove, then to smooth out the problem of suboptimal bureau output;
3. The system of representative democracy protects citizens and legitimizes the rule of law and its apparatus, considering the participation of citizens in the affairs of power as consumers and representatives;
4. State law, including administrative law, is, as before, the main instrument for the functioning of the rule of law and relations between the citizen and the state. But private law is increasingly becoming a complementary instrument for resolving public issues;
5. There is a clearly defined public service with its characteristics (status, culture, conditions). Its neutrality and concern for legality are complemented by an orientation towards ultimate socially significant results and the reproduction of a professional culture of high-quality service;
6. The main emphasis on the processes and regulations that guarantee the legality of decisions is supported by an interest in the result, inefficiency, in achieving the goals set by society [27].

4 Discussion

4.1 Options for the Modernization of Public Administration in the Key to its Humanization

Humanistic management technology allows you to overcome alienation. Such technology presupposes a turn towards the individuals, respecting and trusting their dignity, acceptance of personal goals, requests, and interests. It is also associated with creating conditions for the disclosure and development of abilities with a focus on ensuring the full value of their daily lives [19].

In the humanistic management technology, its agelessness is overcome, psychophysiological parameters, features of the social and cultural context, the complexity and ambiguity of the world are taken into account [38, 39, 42]. Finally, humanistic technology allows you to combine social and personal principles organically. The implementation of cultural and humanistic management functions in this way determines a democratically organized, intensive educational process that is unlimited in the socio-cultural space, in the center of which is the personality (the principle of anthropocentricity) [59]. The primary meaning of this process is the harmonious development of the individual and society. The quality and measure of this development are indicators of the humanization of society and the individual. However, the transition process from the traditional type of management to the humanistic one is not straightforward.

There is a contradiction between fundamental humanistic ideas and the degree of their implementation due to the lack of a sufficiently trained pedagogical corps. The revealed antinomy of the humanistic nature of education and the dominance of the technocratic approach in pedagogical theory and practice shows the need to build modern public administration on the ideas of humanism.

In developing the state (public) sector, three groups of countries can be identified that have carried out large-scale reforms of the management system. The first group includes the Anglo-Saxon

countries: Australia, New Zealand, Great Britain, and the USA [68]. The emphasis in the reform there was made on the transformation of state institutions to orient their activities towards the final result. The first three countries, in particular, are distinguished by the radical process of reform, which was expressed in the desire to achieve greater efficiency and effectiveness in public administration by introducing market processes and mechanisms. In the UK, these policies have been reflected in the creation of agencies, extensive privatization of state-owned enterprises, and the introduction of competitive bidding for public procurement at various levels. In addition, this group is characterized by the direction of reforms from the top, from central bodies to local levels of executive power (the United States, rather, is characterized by the opposite trend) [61]. The second group includes the Scandinavian countries and the Netherlands. The reform processes in these countries are characterized by a high degree of concentration of central governments and communes and a consensus approach. For example, in the Netherlands, numerous reform projects were carried out at the communes' initiative and with the government's support [45-48, 50]. First of all, it is worth mentioning the city of Tilburg, which gained international fame due to the introduction (through contract management) of the communal organization of the concern with a city manager model. The focus of the reforms is the internal modernization of the public sector, which should be achieved through the development of personnel and organizational aspects and the use of new management tools [40].

In contrast to the first group, the reforming processes proceeded here more calmly and less radically. The third group includes Germany, Austria, and Switzerland, as well as France and the southern countries of "old" Europe, which are distinguished by a more cautious approach to reforms [52, 53, 55, 56]. The modernization of governance in these countries began later than in the first two groups and was more difficult due to the strongly pronounced influence of the legal and behavioral approach of the Weberian model. Germany was significantly different, where at first only isolated, unsystematic cases of GPS use were noted; the fundamental concept was introduced later, in the mid-1990s, when specific initiatives arose at the communal level. Internal modernization was also an essential element of reforms in these countries.

From the point of view of the above-mentioned concept of "coordinating state" in the context of the relationship between the tasks of the state and society, two approaches can be distinguished. The northern option (Anglo-Saxon and Scandinavian countries) emphasizes the attitude to citizens as to accomplices of public dialogue within the framework of a civil state based on rights and obligations [60, 62]. The Continental version focuses on the professional state, which is oriented towards the "citizens as clients" paradigm. Based on the above factors (the influence of legal and cultural traditions, the predominance of state paternalism or autonomy, the role of the state as the basis of public relations or as a coordinator of civil society, etc.), two types of modernization of public administration in OECD countries can be distinguished [14]. The first includes countries in which the features mentioned above of neo-Weberianism prevail; the second contains countries that are more inclined to focus on the market nature of the state, in which it plays a predominantly coordinating function. From our point of view, the most interesting is acquaintance with the experience of reforming neo-Weberian (Germany, Austria, Switzerland) states with a continental model of governance, the main features of which are closer to the Russian model of bureaucracy.

As many researchers note, Germany missed up the beginning of reforms, especially at the federal level. Unlike the Anglo-Saxon countries, where reform began at the level of the central government, in Germany, it went from the bottom up and initially affected the level of local government [64-67, 71]. The first ideas about the need to restructure the traditional German bureaucracy, following the example of the experience of the Dutch city-concern Tilburg, began to be expressed in the late 1980s. The lack of earlier attempts at reform is explained by the

lack of pressure from circumstances and the high level of efficiency of the German bureaucracy in international comparison [22].

After the unification of Germany, the course of reform, initiated and inspired to a large extent by the Communal Council for Simplification of Management, led to the emergence of the German version of the Neue Steuerungmodell. To a large extent, this was facilitated by the need for more economical and efficient local government in the conditions of signs of a budget crisis that began to appear already in the early 1990s. The growth of social spending and the need to mobilize financial resources to support the new eastern lands have made it almost impossible to solve the growing problems in the traditional bureaucratic way – by increasing the budget [73-75]. Beginning in 1992 with Community Management Development Initiatives, the implementation of the elements has covered the vast majority of German communes and communities [15]. This approach promised an increase in efficiency and consumer orientation, a rethinking of social objectives, which clearly should have fostered political consensus.

In practice, the modernization of the management system in the communes has led to conflicting results. Some aspects (in particular, contract management between the political and administrative levels of government) were introduced in isolated cases, others - especially those that could be implemented within the framework of the traditional Weberian model – almost everywhere [76, 77]. The most significant advances in this context are in customer focus, the creation of outreach centers, and the improvement of processes and regulations. The situation is much worse with internal organizational modernization, in particular with the creation of autonomous administrative units responsible for specific public services [78]. Often, decentralization led to a loss of coordination and control, departmental egoism, and increased organizational costs. In this regard, in many communes, there is a return to traditional hierarchies.

At the level of the federal states, modernization processes began to actively manifest themselves only by the beginning of the 21st century. Their key areas are eliminating duplicate structures and intermediate levels and reducing personnel and hierarchy levels [43]. Attempts to introduce financial management and budgeting measures at the Länder level have also led to conflicting results. For example, in Baden-Württemberg, the costs of raising a system for calculating expenses, impacts, controlling, and other elements of the "reform of the century" exceeded 250 million euros but did not lead to any significant changes in the efficiency of the state authorities. As for the federal bodies, here, the reforms were implemented only to an insignificant extent. The orientation toward a "compact state" during the reign of the CDU/CSU coalition was replaced by an orientation toward the concept of a "coordinating" state during the administration of Chancellor G. Schroeder.

Attempts to use e-government (a special program was adopted in 1999) and an "eternal struggle" to reduce bureaucracy, leading, however, to the fact that only new departments and commissions to combat bureaucracy in the structures of the relevant ministries.

In Switzerland, the latest wave of public administration reform began in 1989 under National Research Program No 27. A vital element of this phase of reform is performance-based budgeting [37]. Instead of the institution of estimated funding, performance-based budgeting is introduced, in this case, a detailed, easily controllable from the point of view of implementation, but weakly affecting the achievement of socially significant goals, the mechanism is replaced by an orientation towards "global budgeting" of the activities of institutions and the formulation of the goals of their work on the part of higher, mainly political bodies. Public administration reforms in Switzerland (as well as in Austria) are characterized by the concept of "Performance-oriented public administration" (Wirkungsorientierte Verwaltung) – a kind of reform in the spirit

of humanization [70]. Its central aspect is the shift in focus on the end result: from process management to results management. In contrast to the market, government agencies produce non-market, public goods: safety on the streets and safety of the construction of facilities, social assistance, and secondary education.

The result and activity of the state consist of the synergistic effect of the activities of civil servants of the "front line" (teachers, police officers, social workers) and support services (personnel services, finance, monitoring, and control institutions). But for society, it is not the costs of producing public goods that are more important, but to a much greater extent the final result: the level of education in society, life expectancy, crime rate, etc.

In Switzerland, at the federal and cantonal and commune levels in the 1990s, ministries were replaced by agencies modeled on the UK. They incorporate cost, outcome and impact indicators, agency auditing and appraisal, and global budgeting. There have also been changes in the area of separation of political (strategic) and administrative (operational) management, significant changes in the area of personnel management, in the organizational and legal area of government institutions. Thus, the state meteorological service was transformed into "Meteo-Schweiz", a market-oriented body of the service sector, that is, a financially and organizationally autonomous structure [23].

Similar changes have occurred in the departments for construction, culture, archival services, etc. The current development of the reform is associated with a permanent analysis of state tasks. Focusing on a holding structure in authorities' work often leads to significant savings. As was the case ten years ago, it is about the need to improve regulations and processes and thereby achieve better customer service. To implement the package of reforming public administration, the Swiss Bundesrat adopted nine resolutions affecting the activities of the government of the confederation as a whole and several specific issues:

- Rechecking the organizational structure of all government departments;
- Analysis of processes and strategies in the area of personnel, including simplification of regulation;
- Elimination of duplicate functions;
- Simplification of internal regulations and reduction of document circulation;
- Centralization of librarianship;
- Rechecking of the urgent need for extra-parliamentary commissions.

According to the estimates of the developers of the reform package, the estimated amount of budgetary savings as a result of these measures should be 30 million Swiss francs in 2007 and 40 million francs starting from 2008. The Austrian reform concerned the federal level of government primarily. The goals were called traditional but simultaneously contradictory: an increase in the quality of the work of state bodies, efficiency and effectiveness in the production of public goods, an increase in responsibility and transparency, financial savings, orientation towards citizens, or strengthening of democratic participation.

In Austria, in this regard, the reform of the state is compared with an "endless history" since the first elements of reforming government in the Austrian empire date back to the 18th century – the time of Empress Maria Teresa. Such a long relationship should not be surprising since many state institutions of the Austrian Empire were preserved in the Constitution of the Austrian Republic, which is still in force, adopted back in 1920. At the same time, since the mid-1980s, each Austrian government has undertaken a legislative effort to reform public administration [49]. This primarily concerned the reform of the legal regulation of the civil service, restructuring of the government, the introduction of measures to save budget expenditures, in particular by reducing staff, improving the interaction between citizens and public authorities.

In 1988, the State Management project was adopted at the federal level, the purpose of which was to rationalize the work of state bodies according to the criteria of economic efficiency. In the mid-90s, the new state management ideas also exert an increasing influence [23]. The program "Innovations in the sphere of government administration," adopted in 1997, set the critical task of transforming the state into an organization that provides services to citizens. The implementation of this mission was to be achieved through a modern personnel management system, the introduction of management tools from the private sector, and an increase in the efficiency of serving citizens using e-government. At the same time, this stage of reforms stalled, which was confirmed by the assessments of foreign observers who named Austria among the laggards.

With the change of government in 2000, there was a marked revival of reform efforts. Already in the summer of 2000, as a result of the work of government commissions, a whole range of proposals arose, which eventually led to the adoption of a joint federal and land reform package [12]. The most important elements of the package were the law on public administration reform, deregulation measures, and structural reform of the management of secondary education in the financial sector, justice, and police. Potential savings from the activities carried out amounted to 1.54 billion euros, 70% of this amount – due to staff reductions.

An important component of the events was also the transfer of competencies from federal to local authorities, which made it possible to organize their implementation by providing a wide range of public services in one place on the principle of a "single window". The organization of the work of e-government has also significantly improved. A single portal of the citizen assistance service has emerged, providing almost comprehensive information on all aspects of the interaction between a citizen and the state, from obtaining a passport and ending with finding a job. In 2004, the law on e-government came into force. This allowed Austria in 2006 and 2007 to take first place in the European Public Service Award for the best model of e-government in Europe.

As before, at the present stage of reforms in Austria, great importance is attached to the internal restructuring of state institutions, the abolition of unnecessary bureaucracy, and the reduction of staff. Thus, a one-time audit showed that in 12 ministries of the Austrian federal government, 4,700 people, or one-third of all personnel, were engaged in "administration of administrations." To reduce unnecessary levels of the hierarchy, interdepartmental clusters were formed (joint transport service, etc.), accounting operations were outsourced. As a result, about 40% of the staff in the accounting department alone was cut in four years [32]. As other measures in the field of the internal organization of the work of state institutions, it is worth noting the introduction of performance management tools – management by results, calculation of costs and performance indicators, not without "fashionable" tools in the field of accounting, control and management, such as benchmarking (comparing the performance of similar institutions and identifying "best practices"), Balanced Scorecard and Total Quality Management. In addition, it is worth noting the improvement of the information and technological component of the work of state institutions, in particular the introduction of personnel management based on SAP software products, electronic document management, etc. The introduction of information and communication technologies also contributed to reducing personnel.

The modernization also affected the execution of several socially significant tasks. For example, the Austrian police and gendarmerie were united. In the area of higher education, this is reflected in the granting of greater freedom to universities in both decision-making and financial. In particular, the elements of performance-based budgeting and global budgeting were introduced instead of the traditional cameralistics, which involves only cost accounting and estimated funding for the activities of institutions [44]. In general, we can say that in

Austria, despite the presence of legislative archaisms in the field of federalism and in other areas, in recent years, there has been an accelerated movement towards a neo-Weberian state. It already, unlike Germany, cannot be called "lagging behind," and according to Bookert's classification, it is on the way from a structurally conservative state to a situation of "cautious modernization."

At the same time, Austria did not move away from the positive aspects of the Weberian bureaucracy, in particular the efficiency of processes, fairness, and the absence of corruption, loyalty, and competence. These positive aspects of the Weberian model increase acceptance in the Anglo-Saxon world. Thus, according to polls by the Eurobarometer, Austria is at the forefront in terms of the degree of trust in such state institutions like the police, government, and the judiciary. Its ultimate goal is a combination of positive elements of the rule of law and the traditional management culture with progressive elements of public administration in an innovative form [11].

5 Conclusion

The democratization and humanization of public life set before the state the task of maximizing the use of the capabilities of the state administration and through it the entire management system for the formation of a diversified personality (society) as the main component of the labor resources of society.

Modernization in the spirit of humanization undoubtedly led to significant cultural changes in countries with solid bureaucratic traditions, which include the mentioned German-speaking states of Europe. Overcoming the closed caste of bureaucrats, the isolation of state institutions from the interests of society and serving it, and not their interests or the interests of the authorities is the most successful result of long-term evolutionary changes in their public administration system. However, the simple summation of traditional values and modern management approaches from the private sector did not always lead to the intended results. In this regard, in Germany in particular, we are not talking about the emergence of a synthetic neo-Weberian state model but about the parallel existence of traditional bureaucratic and new, "managerial" elements of government.

To some extent, the import of effective public administration institutions from the leading countries to Germany turned out to be impossible in the end. In the Anglo-Saxon countries, in which the respective environment, particularly the Civic Culture Administration tradition, was more favorable, the provision of more freedom to managers and decentralization, accompanied by improved accountability, allowed, for example, New Zealand to enter the world by the mid-1990s, leaders in public administration efficiency and create conditions for economic growth. As the experience of reforming communes in Germany shows, even in the conditions of the well-established Weberian bureaucratic traditions, the granting of decision-making freedom to managers within institutions and established hierarchies often did not change the mental models of officials, as it was supposed, in the direction of increasing the efficiency of their work, but in some cases led to corruption and "Departmental egoism". Therefore, the movement of other countries, including Ukraine, towards a more effective state should be carried out taking into account the institutional conditions, but should not blindly copy even institutions that are effective in a different cultural and social environment.

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Primary Paper Section: A

Secondary Paper Section: AE, AG, AH