

МЕХАНІЗМИ ПУБЛІЧНОГО УПРАВЛІННЯ

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MONITORING AND EVALUATION OF PUBLIC GOVERNANCE IN THE REGION

Public management of regional development can be effective only when the subjects of management have reliable, systematic, and relevant information about its current state. Insufficient information leads to subjects of public administration finding themselves uncertain, and most management decisions are made without justification. Based on this, the issue of choosing a method of assessing the effectiveness of public authorities is relevant, which would allow for the timely identification of gaps, the resolution of controversial issues, the elimination of risks, and the increase of the effectiveness of public administration in the region. The work proves that among all the methods of monitoring the effectiveness of public authorities, monitoring, and evaluation deserve the most attention. The importance of using monitoring is justified by the fact that monitoring is a method of ensuring the proper level of financial discipline in the European Union, and as a candidate for EU membership, Ukraine must introduce it. The monitoring system is one of the components of the implementation of technologies and tools of new public management, quality management systems, and audit of administrative activities; monitoring is one of the stages of development and implementation of projects and programs that underlie the strategic management of most foreign partners, and accordingly, the desire to work on partnership terms necessitates the implementation of a monitoring system in the activities of public authorities.

The procedure agrees upon the combination of monitoring and evaluation for developing the State Strategy for the Regional Development of Ukraine and the Action Plan for its implementation, as well as monitoring the implementation of the aforementioned Strategies and Action Plan. And the Procedure for evaluating the implementation of the state regional policy.

Based on the analysis and generalization, an approach to monitoring and evaluating the effectiveness of public administration in the region is proposed, which involves a combination of assessment and monitoring: 1. compliance of the activities of public administration entities with the principles outlined in international requirements in the field of good governance (the principle of the rule of law, accountability and transparency, citizen orientation, public-private partnership, orientation on the professionalism of officials, inclusiveness, timeliness); 2. results of the activities of public administration entities – strategies, programs, projects – according to the "plan/fact" criterion for the indicators approved in them; 3. level of achievement of the main result – satisfaction of needs at the request of citizens (based on independent expert assessment and/or survey. It is noted that the proposed approach is based on vectors of orientation of priority areas of regional development. Thus, the vector of development in line with European practices – through the compliance of the activities of subjects with the principles; the vector of customer-oriented development – through the level of satisfaction of the needs and requests of citizens; the vectors of socio-ecological-economic, innovative, security and partnership development – in terms of assessing the effectiveness of strategies. The developed approach allows for a comprehensive assessment of the effectiveness of public administration in the region, is oriented towards modern trends in the development of areas, and is aimed at optimizing the work of public authorities.

Key words: region, regional development, monitoring, evaluation, public administration.

The problem. The introduction of modern approaches in regional public management provides the formation of a foundation for the search for new ideas and techniques, timely identification and resolution of territorial prob-

lems, increasing the effectiveness of regional policy and improving the system of public management of regional development, as evidenced by positive changes in the indicators of the effectiveness of the region.

Public management of regional development can be effective only when management entities have reliable, systematic, and relevant information about their current state. Unfortunately, today, public authorities do not use the latest and modern methods of collecting and processing data sufficiently. Of course, this is due to insufficient financial support for this process, insufficient qualification of personnel, and military operations not always allowing obtaining at least some information. In addition, there is also a problem with the reliability of the information that can be obtained. Insufficient information leads to the fact that public management entities find themselves uncertain, and most management decisions are made without justification. Based on this, the issue of choosing a method for assessing the effectiveness of public authorities is becoming more relevant, which would allow timely identification of gaps, resolution of controversial problems, elimination of risks, and increase the efficiency of public administration in the region.

Analysis of research and publications. Many scientists have considered the issue of assessing the effectiveness of public administration in the region. In particular, certain developments are contained in the scientific works of Kozachenko T. P. [1], Koroshchenko M. M. [2], Kuryshko O. O. [3], Mykolaychuk M. M. [4], Orlatogo M. K. [5], Samofalova T. O. [6], Pikulyk O. I. [7], Vlasyuk N. I. [7], Teleshun S. O. [8], Sharova Yu. P. [9] and others.

Isolation of previously unresolved parts of the general problem. However, despite a considerable amount of scientific work, there is no single comprehensive view on evaluating the activities of public administration bodies in administration.

Thus, **the article aims** to systematize the authors' existing views on assessing the effectiveness of public authorities and developing a comprehensive approach to its implementation.

Research results. Conducting an assessment of the effectiveness of the work of public administration entities in the region is one of the essential tools that allows you to introduce changes and innovations in the public sphere and reform it. The experience of European countries shows that in the process of implementing reforms in state and public spheres of activity to increase their efficiency and effectiveness, each of them developed and implemented an effective system of control over the work of officials and politicians at all levels, the process of spending funds and implementing strategies and programs. After all, it is constant control and its results that allow you to convince citizens of the legality and efficiency of spending budget funds, the conviction that the taxes

paid went to provide services that are aimed at meeting the needs and requests of the population and not only the interests of government bodies, etc. The existence of a control system increases the level of responsibility of government bodies and other involved persons before society. At the same time, this requires citizens to intensify their activities in supervising the work of public administration bodies. After all, they are also participants in this process and need to understand that only coordinated work will allow for achieving maximum effect and efficiency in meeting the needs of society.

Traditionally, most scientists distinguish the following forms and methods of controlling the activities of public authorities [10]:

- internal control – managerial control by the management of the work of a department, service, division, etc., to determine the achievement of the set goal and objectives, the implementation of laws, rules of procedures and contracts, the effective use of resources and the protection of assets;

- internal audit – involves an independent and objective assessment of work and the provision of recommendations for improvement to improve performance;

- controlling – managerial activity carried out through nonlinear thinking, oriented to the future to timely establish the presence and means of eliminating possible problems and the causes of their occurrence on the way to achieving goals;

- efficiency audit – verification of the use of regional resources, audit of labor resources, operational and regulatory audit;

- monitoring – a systematic process of collecting and analyzing qualitative and quantitative information on the implementation of programs, projects, and activities, which allows the decision-making process to be provided with reliable and relevant information. The main functions of monitoring are analytical, diagnostic, prognostic, and organizational and managerial.

- evaluation – systematic comparison of the results of program implementation with the set goals, objectives, and standards for the timely introduction of necessary political or administrative changes.

Among all the above methods, monitoring and evaluation deserve the most attention. The following factors speak about the importance of using monitoring to determine the level of efficiency of public administration bodies:

- Ukraine, as a candidate for membership in the European Union, must necessarily introduce it into the activities of public authorities because monitor-

ing itself provides for ensuring an appropriate level of financial discipline;

- most foreign partners work on the system of development and implementation of projects and development programs, where monitoring is one of the stages – the desire to work on partnership terms forces the introduce a monitoring system into the activities of public authorities;

- the monitoring system is one of the components of implementing technologies and tools for new public management, quality management systems, and audits of administrative activities.

In addition to monitoring the effectiveness of public authorities, another tool is provided, such as evaluation. These two processes are coordinated by the Procedure for developing the State Strategy for Regional Development of Ukraine and the Action Plan for its Implementation, as well as monitoring the implementation of the aforementioned Strategies and Action Plan, approved by Resolution of the Cabinet of Ministers of Ukraine No. 817 of August 4, 2023. and the Procedure for evaluating the implementation of state regional policy, approved by Resolution of the Cabinet of Ministers of Ukraine No. 305 of March 15, 2024.

The above, the analysis, systematization, and generalization of the opinions of various scientists on the issue of monitoring and evaluating the activities of public administration bodies allows us to draw the following conclusions:

- taking into account the process of forming and implementing regional development strategies, the levels of monitoring and evaluating the effectiveness of public administration in the region are monitoring and assessing the compliance of strategies with promising areas of regional development, compliance of the implementation of strategy with the set goals and compliance of selected and approved programs and projects with regional development strategies;

- monitoring and evaluation should provide for the implementation of the following tasks: determining the subjects of monitoring, determining the norms and standards for ensuring the principle of objectivity of assessment, determining the stages of monitoring and evaluation, conducting monitoring and evaluation, comparing the results obtained and the established norms, making management decisions regarding changes and adjustments;

- monitoring and evaluation appear parallel with the stage of developing strategies, programs, and projects because it is at these stages that the question of establishing indicators for achieving the stated goals arises. All planned indicators and criteria should be such that they can be compared in dynamics and/or

with approved standards or other objects, be available for collection for calculation and representative;

- in most cases, indicators and criteria for verifying results are quantitatively measurable or approximated to such using the method of expert assessment, scoring, etc.;

- the basis of all monitoring and evaluation goals is to establish the level of satisfaction of citizens of the region and ensure the development of society by the vectors of direction of priority areas of regional development.

Based on the analysis and generalization of all of the above, we propose an approach to monitoring and evaluating the effectiveness of public administration in the region (Fig. 1) which:

- combines the assessment and monitoring of the work of public administration entities themselves based on compliance with the principles identified based on the results of the analysis of international requirements for good governance, namely the principle of the rule of law, citizen orientation (active involvement in public administration processes), public-private partnership, orientation on the professionalism of officials, accountability and transparency, inclusiveness, timeliness; assessment of the results of their activities – strategies, programs, projects – according to the "plan/fact" indicator for the indicators approved in them; the degree of achievement of the main result – the level of satisfaction of needs at the request of citizens – based on their survey and/or independent expert assessment;

- is guided by the vectors of the direction of priority areas of regional development in terms of compliance of the work of subjects with the principles – the vector of development in line with European practices, assessment of the level of satisfaction of citizens' needs and requests – the vector of client-oriented development, evaluation of the effectiveness of strategies, programs, and projects – the vectors of security, socio-ecological-economic, innovative and partnership development.

In favor of using this comprehensive approach, we are guided by the principles of the balanced scorecard system. In general, it is understood as a model for assessing the effectiveness of public administration bodies. It is based on a comprehensive approach to evaluating tangible and intangible assets (marketing, financial, educational, process) and connects operational and strategic types of activity.

Let us consider some aspects of the approach from Fig. 1 in more detail. First, we note that monitoring the effectiveness of public administration in the region is carried out systematically and constantly. Based on

its results, recommendations are given regarding the improvement of the activities of public administration entities. The assessment is carried out “point by point” when there is a need for this and by activity plans.

Regarding the principles by which the work of public administration entities is assessed:

- the principle of the rule of law – it is an integral part of the existence of any society; current regulations and other regulatory legal acts must guide everyone;
- the principle of citizen orientation – emphasizes that all processes in the region should take place to meet the needs and requests of its citizens, protect their rights and freedoms, provide feedback, and actively stimulate the involvement of citizens in public administration;
- the principle of public-private partnership – involving private business entities in public administration, implementing joint projects, delegating powers and functions, etc.;
- the principle of professionalism orientation – focusing on consistent and effective management

of human resources, election to positions by merit, equal treatment, promoting integrity, preventing corruption, and responsibility of public administration entities;

– the principle of accountability and transparency – access to information about the activities of public administration entities, reporting, the possibility of fair appeal of decisions made;

– the principle of inclusiveness – diversity, equality, fairness, orientations exclusively to all interests of society;

– The principle of timeliness is that all decisions and actions must correspond to current development trends and be taken at the necessary time and within the required deadlines.

Conclusions. Summarizing all of the above, the developed approach to assessing the effectiveness of public administration in the region allows for a comprehensive, comprehensive assessment of the effectiveness of public administration. The area is focused on current trends in regional development and is aimed at optimizing the work of public authorities.

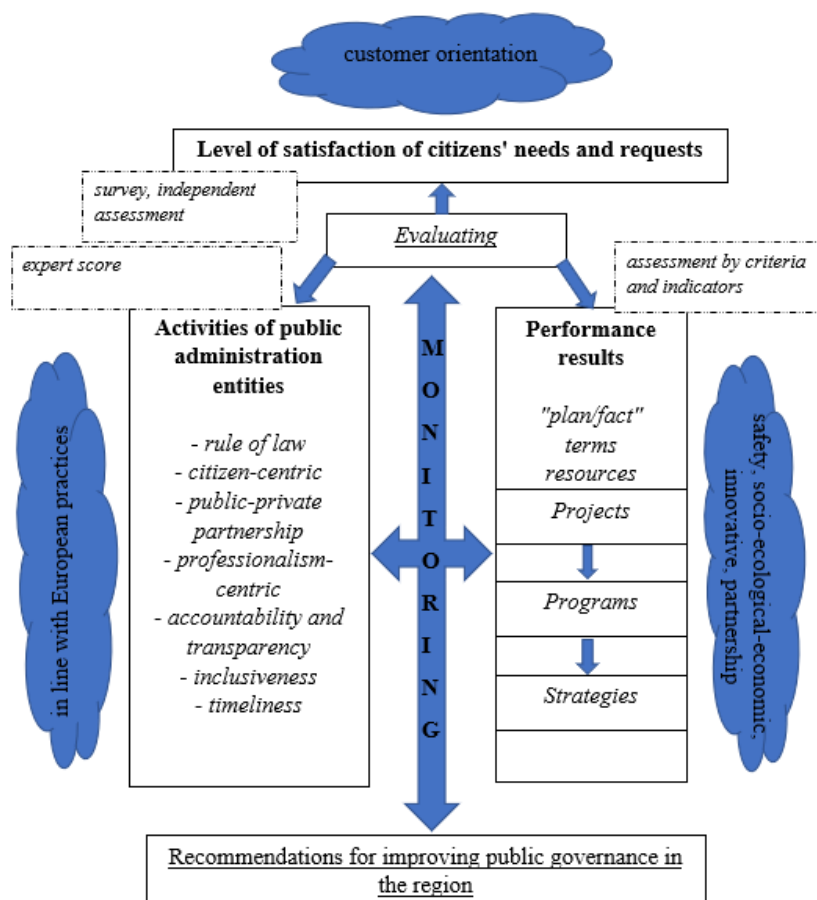


Fig. 1. Approach to assessing the effectiveness of public administration in the region (compiled by the author)

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Ананченко М.О. МОНІТОРИНГ ТА ОЦІНЮВАННЯ ПУБЛІЧНОГО УПРАВЛІННЯ РЕГІОНОМ

Публічне управління регіональним розвитком може бути ефективним лише тоді, коли суб'єкти управління мають в наявності достовірну, систематичну та релевантну інформацію про його поточний стан. Недостатня кількість інформації призводить до того, що суб'єкти публічного управління опиняються в ситуації невизначеності і більшість управлінських рішень приймається не обґрунтовано. Виходячи з цього актуалізується питання обрання такого методу оцінки ефективності роботи органів публічної влади, який би дозволив вчасно знаходити прогалини, вирішувати спірні питання, нівелювати ризики та підвищувати ефективність публічного управління регіоном.

В роботі доведено, що серед усіх методів контролю за результативністю діяльності органів публічної влади, найбільшої уваги заслуговує моніторинг та оцінювання. Важливість застосування моніторингу обґрунтовується тим, що: саме моніторинг є методом забезпечення належного рівня фінансової дисципліни в Європейському союзі, і як кандидат в членство в ЄС, Україна повинна його запровадити; система моніторингу є однією з складових впровадження технологій та інструментів нового публічного менеджменту, системи управління якістю та аудиту адміністративної діяльності; моніторинг є одним з етапів розробки та реалізації проектів та програм, які лежать в основі стратегічного управління більшістю закордонних партнерів, і відповідно, бажання працювати на умовах партнерства викликає необхідність впровадження системи моніторингу в діяльність органів публічної влади.

Поєднання моніторингу та оцінювання узгоджуються у відповідності до Порядку розроблення Державної стратегії регіонального розвитку України і плану заходів з її реалізації, а також проведення моніторингу реалізації зазначених Стратегій і плану заходів. та Порядку проведення оцінювання реалізації державної регіональної політики.

На основі аналізу та узагальнення запропоновано підхід до проведення моніторингу та оцінювання ефективності публічного управління регіону, який передбачає поєднання оцінки та моніторингу: 1. відповідності діяльності суб'єктів публічного управління принципам, виокремлених до міжнародних вимог в сфері належного врядування (принцип верховенства права, підзвітності та прозорості, орієнтації на громадян, державно-приватного партнерства, орієнтації на професіоналізм посадовців, інклюзивності, своєчасності); 2. результатів діяльності суб'єктів публічного управління – стратегій, програм, проектів – за критерієм «план/факт» для затверджених в них показників; 3. рівня досягнення головного результату – задоволення потреб за запитів громадян (на основі проведення незалежної експертної оцінки та/або опитування). Зазначено, що запропонований підхід базується на векторах направленості пріоритетних напрямів регіонального розвитку. Від так, вектору розвитку у руслі європейських практик – через відповідність діяльності суб'єктів принципам; вектору клієнтоорієнтованого розвитку – через рівень задоволення потреб та запитів громадян; векторам соціо-еколого-економічного, інноваційного, безпечного та партнерського розвитку – в частині оцінювання результативності стратегій.

Розроблений підхід дозволяє проводити комплексну, всебічну оцінку ефективності публічного управління регіоном, орієнтується на сучасні тенденції розвитку регіонів та направлений на оптимізацію роботи органів публічної влади.

Ключові слова: регіон, регіональний розвиток, моніторинг, оцінювання, публічне управління.