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## PRINCIPLES FOR BUILDING AND IMPROVING THE ORGANIZATIONAL STRUCTURE OF PUBLIC ADMINISTRATION: FOREIGN EXPERIENCE FOR UKRAINE

The main task is to analyze the effectiveness of management systems of other countries and, depending on their organizational structure of public administration, to identify dependence on this structure, the effectiveness of reform processes. The organizational structure of public administration is a public administration category that characterizes the relationship of the set of state apparatus and organizational relations between them, which are based on strict subordination and should ensure the relationship between management and control subsystems, the interaction of system elements.

**Key words:** organizational relations; evaluation; analysis; organizational structure of public administration; matrix structure; management technology.

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## ПРИНЦИПИ ПОБУДОВИ ТА ВДОСКОНАЛЕННЯ ОРГАНІЗАЦІЙНОЇ СТРУКТУРИ ДЕРЖАВНОГО УПРАВЛІННЯ: ЗАКОРДОННИЙ ДОСВІД ДЛЯ УКРАЇНИ

У теорії державного управління до основних понять віднесено організаційні структури державного управління. Під організаційними структурами державного управління розуміється державно-управлінська категорія, яка характеризує відносини сукупності рівнів апарату державного управління та існуючих організаційних зв'язків між ними, які виявляють координацію і взаємодію елементів в діючій системі. Система відображає наявність елементів, форму внутрішньої організації системи, її статичку, в то час як організаційні відносини підтримують ефективність внутрішніх структурних зв'язків.

У запропонованій статті наведені особливості підходів до формування організаційної структури державного управління. Розробка організаційної структури державного управління в умовах сьогодення – завдання непросте, адже головним компонентом організаційних структур державного управління виступають державні органи, пов'язані з формуванням державно-управлінських рішень. В світовій практиці представлено ряд характеристик державних органів: функціональні, юридичні, соціологічні та організаційні. Приналежність до державного апарату акцентується в організаційних структурах, де показуються організаційні властивості державних органів та їх дія на організаційні структури державного управління. Актуальність дослідження полягає у необхідності вдосконалення організаційної структури державного управління, забезпечити її адаптивність та гнучкість.

Вивчення основних принципових положень зарубіжного та вітчизняного досвіду формування організаційних структур державного управління дає об'єктивну потребу моделювання та вибору організаційних структур, які за своїми характеристиками відповідають тенденціям розвитку менеджменту, демократії та ринкової економіки. Дослідження організаційної структури державного управління демонструють, що в процесі розвитку соціальних систем організаційні структури стають більш складними. Та ускладнення організаційної структури призводить до неоднозначних наслідків. Наприклад: повільність проходження інформації, чисельність управлінського персоналу збільшується, погіршення оперативного реагування.

**Ключові слова:** організаційні зв'язки; оцінка; аналіз; організаційна структура державного управління; матрична структура; технологія управління.

**Постановка проблеми**

The organizational structure of public administration is a component of the public administration system, due to its socio-political nature, socio-functional role, goals and content, which combines a certain set of public organizations, their staff, material and information resources allocated and spent society for the formation and implementation of public administration influences and maintaining the viability of the subject of government. The defining prerequisite for the effective functioning of the public administration system is the organizational structure of public administration, focused on ensuring the proper

implementation of the defining goals and objectives. The organizational structure of public administration is a public administration category that characterizes the relationship of the set of state apparatus and organizational relations between them, which are based on strict subordination and should ensure the relationship between management and control subsystems, the interaction of system elements.

**Аналіз останніх досліджень і публікацій**

The processes of reforming the system of public administration in Ukraine are constantly in the center of attention of domestic scientists:

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M. Dolishny, V. Bakumenko, V. Keretsman, N. Nyzhnyk, V. Chuzhikov. Studies of the experience of forming the organizational structure of public administration in the EU are reflected in the works of foreign and domestic scientists: R. Agranoff, A. Granberg, K. Lobanov, S. Smorgunov and others. Despite the significant scientific interest in the outlined problem, still insufficient attention is paid to the study of approaches to the modernization of the organizational structure of public administration in modern conditions and the effectiveness of its reform.

The formation of the structure of public authorities is carried out according to the well-known principle of G. Chandler «strategy determines the structure» [1] by defining goals for the implementation and construction of appropriate authorities to perform certain functions. Based on this, state power is exercised through the organization, which becomes its material force. Defining the range of goals, the list of main functions, the allocation of individual sub-functions are important factors influencing the choice of the structure of central and local executive bodies.

Мета

The purpose of the article is to analyze the effectiveness of management systems of other countries and, depending on their organizational structure of public administration to identify dependence on this structure, the effectiveness of reform processes.

The tasks are: to reveal the models of the organizational structure of public administration; analyze the types of organizational management structures; compare foreign and domestic organizational management structures; provide suggestions for choosing an effective organizational management structure.

Виклад  
основного  
матеріалу

Any structure reflects its components, the internal form of organization of the system, its statics, while organizational relations ensure the effectiveness of structural relationships. The interconnection and subordination of the elements of the structure are dynamic, as they must follow the changing object of control. Therefore, it is a set of management units that must be placed in strict subordination and ensure the relationship between the subject and the object of management [2].

The rules formulated by M. Weber in his normative model of rational bureaucracy can be applied to the organizational structures of public administration in general. And first of all – the rule of hierarchical management, which means that the structure of the lower level is subordinate to the structure of the higher level and is controlled by the latter [3].

State power for the implementation of its functions always relies on the state apparatus as a set of public authorities.

Signs of public authorities:

- the presence of a state body of state power;
- organizationally separate independent part of the state apparatus;
- a state body is created in the manner prescribed by the state;
- the body is authorized by the state to carry out its tasks and functions;
- a state body acts in the manner prescribed by the state;

- availability of competence; the state body is part of a single state apparatus, a certain system of public authorities [4].

Unlike a state body, a state institution is a type of organization that performs socio-cultural or administrative-political functions. Institutions create social values mainly of a non-productive nature (for example, educational, cultural, health care institutions).

In the system of public authorities, the most branched is the system of executive authorities (public administration bodies), which is characterized by the specifics of the functional and organizational structure.

The following models (types of structures) are distinguished in the organizational structure of public administration:

- functional (creation of bodies and their management in order to implement a certain function), for example – CEB – territorial bodies;
- linear (clear vertical subordination, in the form of a pyramid), for example: the head-subordinates;
- program-target (the basis is a certain goal or their combination – and, based on it, build elements of the system and establish relationships between them), for example, the formation of executive bodies of individual structural units or advisory bodies to develop strategic or tactical documents of development and functioning of this body;
- linear-functional (clarity of decision-making and implementation on the one hand and provision of qualified information on the other), for example, in the local state administration linear subordination of the functional structural unit to the head of administration, functional – to the highest functional body;
- matrix (linear plus program-target) – associated with territorial management, provides a comprehensive approach to solving individual problems [5].

The organizational structure of public administration includes: the Cabinet of Ministers of Ukraine, central executive bodies in Ukraine, government bodies, local state administrations, territorial bodies of central executive bodies, the National Bank of Ukraine, the relationship between these bodies, as well as the impact on their activities by the Verkhovna Rada of Ukraine, the President of Ukraine, courts and the prosecutor's office [6].

The organizational structure of public administration – is a special state and legal phenomenon due to the socio-political nature, socio-functional role, goals and content of public administration in society. It contains a certain composition, organization and sustainable relationship of human resources, technical and other means allocated and spent by society on the formation and implementation of government influence and maintaining the viability of the governing body. It concentrates many social and organizational qualities of the state. Hence the separation of the organizational structure of public administration from the various links between state and society and its special understanding [7].

Timely adjustment of the structure helps to increase the efficiency of state activity, and a reasonable choice of organizational structure significantly determines the management style. An important role in choosing the organizational structure of public administration is a clear and high-quality management decision, which is one of the urgent tasks in market conditions.

The operative transition to organizational structures that correspond to the spirit of the times can only be made with a quick and correct decision that will meet the goals of the state.

Unfortunately, the current level of quality of state decisions cannot be considered satisfactory, primarily because the goals of economic reforms declared almost three decades ago have not been achieved.

In the new environment, the main trends and concepts of management have emerged, making new demands on the organization of management, which are mainly to improve the management system in general and the organizational structure in particular, as one of its most important components. The need to change the organizational structure of public administration contributes to the most effective achievement of goals.

Any modernization of the public administration system is inextricably linked with the definition of optimal parameters that contribute to the formation of public administration as an open, dynamic socio-economic system. In the conditions of changes of political, social, economic environment the problem of formation of adequate organizational structure of public administration which is capable to react effectively to internal and external fluctuations is actualized.

Regulation of the organizational structure involves the development of quantitative characteristics of the management staff and management procedures. After all, a reasonably designed organizational structure of the system of public administration determines its effectiveness, as it ensures the stability of the links between the many components of the object of government and ensures the integrity of the system. It connects the individual elements of the system into a single whole, significantly affects the forms and organization of planning, operational management, methods of organization of work and their coordination, makes it possible to measure and compare the results of each part of the system. The organizational structure affects the management technology, sets the task of optimal distribution of information, plays a significant role in the selection and placement of personnel in public positions.

Accordingly, the study of the organizational structure of public administration is based on the provision according to which the organizational structure of government is the internal structure of a public body and, in turn, determines the composition, subordination, interaction and functions of departments and government. Within this organizational structure, the management process takes place, and here the definition of organizational structure includes a system of goals, their distribution between units, the relationship between structural units, the distribution of responsibilities, powers and rights.

Thus, if the organizational structure of public administration is understood not only as a set of executive bodies that traditionally deal exclusively with management, but also organizational ties that affect management, then this structure connects to management various manifestations, parties of almost all public authorities and Local Government.

There are many types of organizational management structures or combinations thereof (linear; functional; linear-functional / staff; program-target; matrix structure). But, of course, it is not in the name, but in how this or

that organizational structure of management works, how it performs its functions and which is optimal for the existing socio-economic conditions of the country. The rationality and efficiency of public administration later depends on the chosen and created model of organizational structure. The multifaceted components of the organizational structure of public administration indicate the relevance of its proper construction, the need to improve the connections of different links, subsystems, their interactions. Therefore, if we talk about the choice of model for building or reorganizing the organizational structure of public administration, it is necessary to take into account many conditions, factors and elements involved in the organization of this process.

Domestic organizational management structures, in contrast to foreign organizational management structures, are less flexible and adaptable – and represent a rigid structure that needs to be modernized. Foreign organizational structures of public administration can be modernized, replacing some structural elements, which we see in Japan, the United States and Germany.

In Ukraine, the linear-functional organizational structure of management is mostly used. The advantage of the linear-functional structure is that the departments have people who perform similar tasks. However, this type of structure implies weak links at the horizontal level, excessive development of vertical subordination and a cumbersome apparatus of employees of functional services and management levels. However, as a result, the level of public administration increases, and the development of self-governing mechanisms in managed facilities encourages the search for new organizational structures that meet the spirit of the times.

In Ukraine, only come to understand that before creating an organizational structure of any type at the level of public authorities, you must first determine the goals and functions of government, which are primary in relation to the organizational elements of public administration. First, the organizational structure is created – and already under it are selected goals and functions. This method of construction does not determine the level of progressiveness of the organizational structure of public administration.

Accordingly, in the formation of new organizational structures of public administration should pay attention to foreign experience, adapting it to the Ukrainian economic situation at the present stage of development.

Thus, in most foreign countries, multidimensional forms of organizational structures are used. The main property of multidimensional structures is to change shape, to adapt to changing conditions, which is why they are called adaptive. Matrix management structure is a modern type of organizational management structure, which is created by combining two structures – linear and program-target.

The matrix structure is an attempt to also take advantage of both functional and design principles, and if possible to avoid their disadvantages. Such a structure is characterized by double, triple and more complex subordination of structural units. Under such a structure, various committees and commissions of specialists are created. This structure is mobile, flexible, universal.

As is known, in the world practice of Western countries (Spain, France, Belgium, Portugal, etc.) there was a

transition in the 70s of the last century to the development of adaptive organizational structures that provide rapid adaptation and flexible response to environmental change. The adaptability of the organizational structure is determined by its ability to effectively perform given functions in a certain range of changing conditions. Flexibility shows the ability of public administration bodies to change their activities in the decision-making process in accordance with the emerging tasks and to establish new connections, without violating the properties of the existing organizational structure. In practice, this can be seen in the reshuffling of senior officials and the granting of political character to certain positions in the existing organizational structure [8] (Canada, France, USA, Germany).

Висновки

In the comparative analysis we can draw the following conclusions about the specifics of the organizational structure of public administration. First of all, the choice of effective construction of organizational management structures depends on the factors of direct and indirect influence. Also, the organizational structure of public institutions should not be complicated. Analysis and evaluation of organizational structures of public administration show that as social systems develop, their organizational structures become more complex. But the complexity of organizational structures has a number of negative consequences. These include: increasing the number of management staff, slowing down the flow of information, reducing the efficiency of response. Sometimes it turns into an open bureaucratic form in relation to visitors to public institutions.

Simplification of the organizational structure of public administration is an urgent task not only for our country, but also for a number of Western countries. The organizational structure of public administration should achieve the optimal combination of centralization and decentralization, avoid duplication of functions, the minimum possible number of hierarchical levels to ensure the shortest path of accumulation and passage of information between the order and its implementation.

Thus, the study of the principles of domestic and foreign experience of organizational structures of public administration shows the objective need to select and model those organizational structures that are more in line with the trends of market economy, democracy and management.

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