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## ON THE CONCEPT OF SUCCESS OF PUBLIC ADMINISTRATION ACTIVITIES

*The article provides a theoretical interpretation of success of public administration activities as a complex and multidimensional category, which is gaining popularity in foreign public administration. The purpose of the article is to clarify the concept of success of public administration activities by analysing contemporary approaches to its understanding, and to identify its main factors. In public administration, the concept of success remains underdeveloped and is seldom used to talk about achieving goals and results in administrative activity. The concepts of «success», «quality», «efficiency», and «effectiveness» in public administration are compared, and it is shown that the concept of success has a broader meaning, since it encompasses not only the achievement of goals, but also the social significance of the result, legitimacy, support, trust, and the ability to maintain a positive effect over time.*

*The main theoretical approaches to the interpretation of success are generalised, in particular through the prism of classical philosophical ideas and modern public policy concepts: A. McConnell's approach to the dimensions of success, M. Moore's concept of public value, and the ideas of positive public administration. It is shown that success of public administration activities cannot be reduced solely to quantitatively measurable indicators or the formal achievement of stated goals. It should be considered in procedural, programmatic, political and endurance dimensions in order to identify where exactly successful performance produces the best result. Particular attention is paid to the factors of success, namely: the quality of managerial activity, coherence of goals, fairness of evaluation, staff motivation, and institutional capacity. It is concluded that the success of public administration should be interpreted as an integral category that combines objective and subjective evaluation parameters and reflects the real ability of public authorities to act in the interests of the individual, society, and the state.*

**Keywords:** *success, public administration, quality, criteria, policy, authorities.*

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## СУТНІСТЬ УСПІХУ ДІЯЛЬНОСТІ ПУБЛІЧНОГО УПРАВЛІННЯ

*У статті здійснено теоретичне осмислення сутності успіху діяльності публічного управління як складної та багатовимірної категорії. Метою статті є уточнення сутності поняття успіху діяльності публічного управління через аналіз сучасних підходів до його розуміння, а також визначення його основних критеріїв і чинників. У публічному управлінні поняття успіху залишається недостатньо розробленим та рідко використовується для позначення досягнення цілей та результатів у діяльності. З'ясовано, що успіх у сфері публічного управління не може зводитися винятково до кількісно вимірюваних показників чи формального досягнення поставлених цілей. Проаналізовано співвідношення понять «успіх», «якість», «ефективність» і «результативність» у публічноуправлінському дискурсі та показано, що поняття успіху має ширший зміст, оскільки охоплює не лише досягнення цілей, а й суспільну значущість результату, легітимність, підтримку, довіру та здатність зберігати позитивний ефект у часі. Узагальнено основні теоретичні підходи до трактування успіху, зокрема крізь призму класичних філософських уявлень, сучасних управлінських концепцій публічної політики: підходу А. Макконнелла до вимірів успіху, концепції публічної цінності М. Мура та ідей позитивного публічного управління. Визначено, що успіх діяльності публічного управління доцільно розглядати у процесуальному, програмному, політичному та часово-витривалому вимірах, щоб виявити, де саме успіх діяльності дає найкращий результат. Окрема увага надається чинникам успіху (якість управлінської діяльності, узгодженість цілей, справедливість оцінювання, мотивація персоналу та інституційна спроможність). Зроблено висновок, що успіх діяльності публічного управління варто інтерпретувати як інтегральну категорію, що поєднує об'єктивні й суб'єктивні параметри оцінювання та віддзеркалює реальну здатність публічної влади діяти в інтересах людини, суспільства і держави.*

**Ключові слова:** *успіх діяльності, публічне управління, якість діяльності,*

*критерії, політика, влада.*

**Problem statement.** Public administration plays a central role in ensuring state stability, sustainable development, the protection of citizens' rights and freedoms, the delivery of high-quality administrative services, and the achievement of strategic goals. In the context of decentralization of power, the rapid digitalization of administrative processes, the need to meet European standards and public expectations, and, in particular, global security challenges, the success of activities of public administration bodies has become crucial for Ukraine. After all, the extent to which state authorities and local self-government bodies operate effectively, professionally, transparently, and efficiently directly affects the level of public trust in government, the quality of public services, national resilience, and the state's overall capacity to respond to contemporary challenges and ensure a high quality of life.

Attention to the success and quality of public administrators' work is driven not only by the need for formal fulfilment of professional duties, but also by the need to achieve specific socially significant outcomes. From this perspective, the success of public administration activities is often associated with the ability of public authorities to attain their set goals, use resources efficiently, secure an appropriate standard of public services, uphold the principles of legality, transparency, and accountability, and at the same time, to remain responsive to people's needs.

In Ukraine, where the public administration system has undergone significant reform, this issue is of particular importance, especially in the light of new approaches to evaluating the effectiveness of public authorities' performance, the introduction of modern management standards, and the strengthening of public servants' professional competence. At the same time, public authorities continue to face challenges related to excessive bureaucracy, ineffective managerial decision-making, low levels of accountability, corruption risks, and weak interaction with the public, which creates a need to examine the quality and success of their activities as an important indicator of how they function.

**Analysis of recent research and publications.** There are relatively few studies devoted to the success of public administration as a single comprehensive issue. Some aspects of success, however, have been vastly developed, particularly the issue of performance assessment, effectiveness and efficiency of public administration.

In Ukraine, the issues of the effectiveness and efficiency of public administration activities have been examined primarily through studies of evaluation approaches, institutional quality, and administrative capacity. In particular, T. Koroliuk and O. Rusnak analyse contemporary methodologies for assessing public administration performance; T. Kravchenko focuses on quality assurance processes in local self-government bodies; I. Lopushynskyi examines mechanisms for ensuring the effectiveness of public administration; D. Dzvinchuk focuses on the personnel and organizational foundations of effective public administration. At the same time, the concept of success itself remains far less developed in public administration research with a relevant contribution of Kh. Pletsan on success in the political sphere. Outside public administration, the concept of success has also been examined in a broader interdisciplinary context by I. Nokhrina (studies of success and successfulness as theoretical categories).

The contemporary theoretical understanding of success in public administration is most thoroughly presented in the works of A. McConnell, who views policy success as a three-dimensional phenomenon [12]. This line of inquiry has been further developed by P. Hart and M. Compton, whose work emphasize the importance of studying cases of major governance and policy achievements as a distinct object of analysis and implementing successful practices[8]. D. Schnell and D. Mihes identify a range of underlying organizational and managerial factors contributing to successful public administration [14]. By contrast, the issue of quality in public administration has been systematically addressed in the SIGMA Principles of Public Administration, which formulate standards for modern public administration [15], and in the CAF 2020 model, which offers tools for self-assessment and the continuous improvement of public sector organisations [7].

Since 2019, the emergence of Positive Public Administration has further reinforced the argument that research should move beyond an exclusive preoccupation with critical analysis of failure and devote greater attention to a more balanced examination of successful public administration action, the conditions that enable it, and the durability of its effects [9]. Nevertheless, success has yet to acquire the status of a fully established independent category in the assessment of public administration activities.

**Purpose of the article.** The purpose of this article is to clarify the concept of success of public administration activities by analysing contemporary theoretical approaches to its understanding, and by identifying its main criteria and enabling factors.

**Presenting the main material.** When it comes to the categories of success and quality within the public administration system, it becomes obvious that the latter has been given a vaster attention than that of success both in academic discourse and in the regulatory framework. Whereas the concept of quality has acquired a more established meaning in public administration and is commonly associated with compliance with standards, procedures, principles of good governance, professionalism, transparency, and a focus on citizens' needs, the concept of success remains broader, less formalized, and far less developed as an independent analytical category. It has not received comparable recognition either in legislation or in public administration research. In regulatory documents, the term appears only occasionally and usually not as a self-standing category, but as a general description of positive outcomes of certain reforms or administrative decisions (for example, in expressions such as «a condition for successful reform», «the success of the reform», or «success of implementation» [1], etc.).

In this regard, a distinction should be made between the categories of effectiveness and efficiency, which are sometimes mistakenly treated as synonymous. Thus, effectiveness refers to the external manifestation of the activities of public administration bodies and characterizes the extent to which defined strategic goals and

intended outcomes have been achieved. It reflects the degree to which anticipated objectives have been realized in practice. Efficiency, on the other hand, is an internal characteristic of administrative activity that reflects the relationship between the results obtained and the resources used to obtain them [2; 15]. Both categories are important for evaluating administrative activity, yet neither is sufficient on its own to capture the broader meaning of success, which also includes public significance, legitimacy, support, and the durability of outcomes.

In philosophy, the concept of success is likewise rarely analysed as an independent category directly applicable to public administration; however, it is philosophy that provides the foundation for its understanding. Success has most often been considered through related concepts such as self-improvement (Confucius), flourishing (Aristotle), happiness and well-being (Plato), virtue or justice, achievement, value, merit, luck, and responsibility. These related concepts allow viewing success not merely as the achievement of a desired result, but as a phenomenon that also carries normative, social, and evaluative meaning.

According to the Explanatory Dictionary of the Ukrainian Language, the word «success» means «a positive outcome of work or an undertaking; significant achievements», and also implies «public recognition and approval» [5]. As noted by Kh. Pletsan in [4], N. Machiavelli believed that the success of governance depends on the practical consequences of a ruler's actions and must be confirmed by the people's approval; that is, the emphasis of the outcome shifts from intentions to consequences, thereby bringing the concept of success closer to the sphere of political and administrative responsibility of public authorities. A similar position can be found in T. Hobbes, who linked public recognition of authority to the state's ability to fulfil its basic duties, namely protecting the population from external threats, ensuring internal peace, and creating conditions for the well-being of citizens [4]. In a broader sense, success may also be understood as one of the fundamental goals of human activity, as the striving to achieve a desired result that gives meaning to practical actions [3].

Based on the definitions provided above, we can assume that success combines

both objective and subjective dimensions. On the one hand, it is associated with achieving a particular result, fulfilling assigned tasks, and obtaining a positive outcome from one's activities. On the other hand, the assessment of success and its positive character largely depends on who evaluates the result, according to which criteria, and in what social or institutional context. Consequently, the same result may be perceived differently by public authorities, citizens, the expert community, and international institutions [11]. The understanding of this dual nature of success is especially important in public administration, where results should be evaluated not only in terms of achieving goal and carrying out tasks, but also in terms of public recognition of these results and the degree of support they receive.

Contemporary research in public administration is gradually refining the understanding of success. In particular, in the work on the success of public policy, A. McConnell [12] argues that success of governance is a multidimensional phenomenon, and the final formal result of success should not be determined by a single indicator alone, since success and failure in public policy are almost never entirely unambiguous: a policy may be successful in one area and weak or «conflicted» in another [10]. In this regard, A. McConnell distinguishes two perspectives on success: success as an outcome of activity and success as a value for those at whom the outcome is directed. Since the success of an activity can manifest itself in different ways, McConnell proposes that it should be assessed across three success dimensions [11; 12 ]:

- procedural (how the decision was made and implemented);
- programmatic (whether the decision or programme produced the desired results; this concerns the achievement of goals and socially desirable outcomes);
- political (whether there is support from stakeholders, legitimacy, and benefits for the government).

The *procedural dimension* helps determine how policy is formulated and implemented: whether the appropriate instruments were selected, whether the process was sufficiently well grounded, fair, and open to various forms of expertise and stakeholder participation, and whether adequate time, financial, and administrative

conditions for implementation were ensured [12].

The *programmatic dimension* allows assessing whether a policy or management decision has a clear objective, whether it ensures the achievement of planned or socially beneficial results and whether it causes any excessive negative consequences.

The *political dimension* of success looks into support, legitimacy, and reputational impact: whether the policy is acceptable, whether it is capable of maintaining social, political, and administrative support, and whether it will benefit the «actors» who promote it [11].

Thus, even a technically well-implemented solution that demonstrates the expected programme outcomes does not always receive public recognition or political support; in other words, a gap may arise between different dimensions of success. This means that success should be considered across each dimension and analysed in terms of how purposeful, socially significant, legitimate, and effective the activity was.

It should be noted that in this context, «policy» refers to a course of action pursued by public authorities to address socially significant problems. This includes laws, state programmes, decisions, reforms, managerial and administrative instruments, as well as the practices through which they are implemented [11]. Although McConnell's success model was developed primarily for the analysis of policy success, it also provides a valuable basis for understanding success in public administration, as it shows that success in public administration cannot be reduced solely to effectiveness or efficiency, and involves the procedural quality, legitimacy, and public significance of administrative activities.

In the era marked by global conflicts and crises, special importance should be given not only to achieving positive outcomes, but also to the capacity of the public administration system to sustain such positive outcomes over the long term. This concern has been developed in Positive Public Administration, whose proponents argue that greater attention should be paid to identifying and analysing the cases of successful activities of public authorities [8]. They further elaborated McConnell's triad of dimensions by introducing a fourth temporal and constructive dimension – the

dimension of *endurance success*, which makes it possible to show how durable the success of public activity is and what lessons can be learned from that success [6].

According to Positive Public Administration, the four-dimensional framework for assessing the success of public administration is a tool for identifying, analysing, evaluating, and comparing cases of successful activities. Within this framework, the dimension of endurance success refers to the ability of a policy programme, or administrative intervention to maintain its effectiveness and legitimacy over time through the timely adaptation of managerial instruments and practices to changes, as well as the preservation of support from stakeholders interested in the continuation of a particular activity [8].

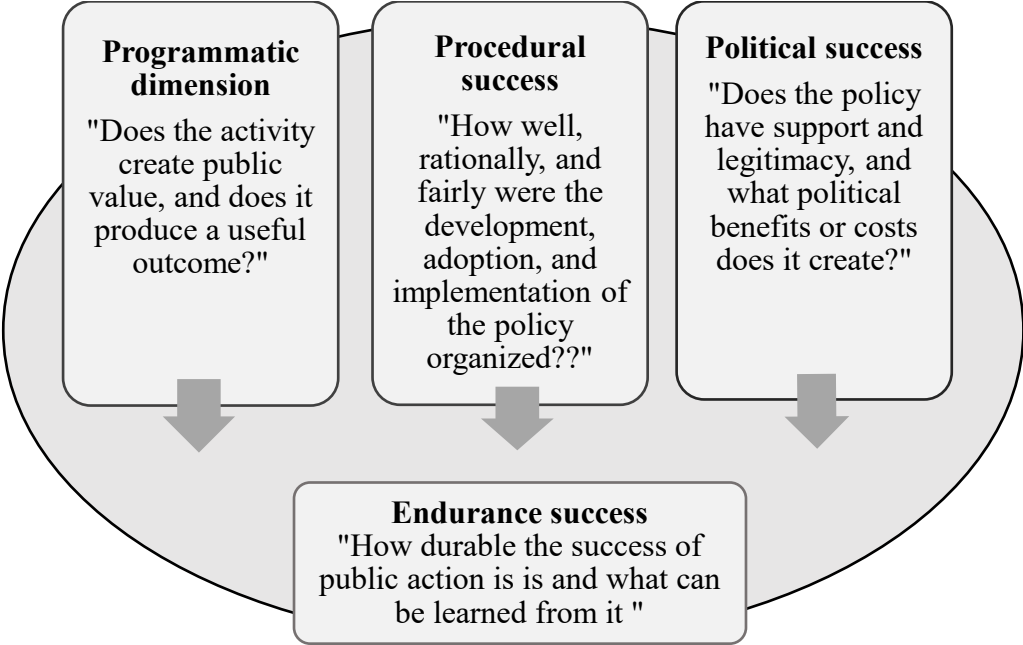


Fig. 1 – Four-dimensional framework of policy success in Positive Public Administration (created by the authors based on [8; 9])

In other words, to be successful, a management decision must not only ensure a positive short-term effect but also sustain its effectiveness in a constantly changing environment, and withstand political, social, and security fluctuations without losing its core public value.

The shift from an excessive critical scrutiny to viewing success cases of public action is important for at least two reasons. First, it helps to correct an imbalance in the

study of public administration. Besides mechanisms for detecting failure through anti-corruption bodies, parliamentary inquiries, media, etc., public systems need more «ecosystems» for identifying, interpreting, and disseminating success cases. Second, it helps to build public trust. Public institutions that deliver for communities are more likely to earn and maintain confidence, and that confidence creates greater room for governments to absorb risk, accept short-term trade-offs, and pursue more durable forms of change [6].

M. Moore's concept of public value can naturally complement McConnell's approach and the four-dimensional framework of success in Positive Public Administration. According to Moore, the success of public administration is defined primarily by the ability of a public authority to create socially significant value, and can be shown through the combination of three components: the public value of a managerial decision, the operational capacity of a public authority to implement it, and the existence of appropriate legitimacy and public support [13]. This allows us to link the success of public administration not only to effectiveness, but also to the usefulness and public significance of administrative actions. Considered together, these approaches to success (McConnell's, PPA and Moore's) suggest that success in public administration can be considered from three angles: what it means, how it can be assessed, and what helps to achieve it.

The criteria of success in public administration are not entirely universal, as they depend on evaluative approach to administrative activities: some approaches place primary emphasis on efficiency, effectiveness, and the achievement of specific performance indicators, while others focus on public value, trust, the quality of interaction, and the sustainability of outcomes. Therefore, when defining success criteria, it is important to take into account not only the relationship between results and resources, but also the societal context within which public authority operates. Drawing on the ideas mentioned above [9; 11; 13; ], several core criteria of success can be identified: goal attainment, efficiency in the use of resources, procedural quality,

legitimacy and stakeholder support, public value, and the sustainability of results. Furthermore, for clarity, these criteria can be grouped into four interrelated levels:

resource level, which involves criteria related to inputs and capacity to perform its functions properly (for example, human, information, financial and technological resources required for the proper performance of administrative functions);

procedural level, which includes criteria related to how administration functions and assess the quality of internal procedures, coordination of activities, transparency, accountability, and timeliness of decision-making;

performance level, which includes criteria related to immediate output and is used to assess services quality, effectiveness and efficiency of tasks implementation, goals achievement and the use of resources [15];

societal-impact level encompasses criteria used to assess effects of public activities on public trust, citizen satisfaction, social stability, reduction of corruption risks, legitimacy, and the state's capacity for sustainable develop [7].

Accordingly, the success of public administration activities is determined not only by final results but also by the conditions under which these results are achieved. That is why, besides evaluation criteria, it is equally important to consider the factors that facilitate or, conversely, hinder the achievement of success of public authorities. The World Bank's report on performance management offers a useful approach to understanding these factors, arguing that success is shaped by the quality of the internal organization of administrative work and depends not on a set of interrelated factors. Successful performance depends on how management guide public servants, motivate their work, and create conditions for their professional development [14].

Among the organizational factors that influence performance success at the level of personnel, management, and institutional activity, the following are identified:

– the quality of senior management activity, which has a direct impact on the effectiveness of the system of performance management, and therefore, the quality of leadership constitutes one of the foundational factors of success;

– the alignment of performance objectives (i.e., there must be a clear link

between the employees' individual tasks and the organization's goals, since «success as the achievement of socially significant goals is impossible without coordinated action within a public authority» [14]);

- fairness, objectivity, and diversification in evaluation (that is, evaluation must be appropriate to the type of institution, position, and level of performance). To ensure fair and objective evaluation, it is necessary to use of different sources of feedback, train managers in evaluation, apply mechanisms for reviewing decisions, and reduce the influence of biases and stereotypes);

- motivation of public servants' performance through internal and external incentives. Motivation in the public sector should not be limited to financial remuneration alone. Recognition, team spirit, individually tailored benefits, professional development, and meaningfulness of work are equally important.

- the creation of real opportunities for staff personnel development and the institutional embedding of these practices [14].

**Conclusions.** The study has shown that although the concept of success is less developed than the concept of quality, it is gaining popularity due to its complex, multidimensional nature. It encompasses a broader range of characteristics and integrates both objective (goal/result achievement and subjective (public assessment of the result) dimensions of evaluation. It is demonstrated that success of public administration can be evaluated through several interconnected dimensions: procedural, programmatic, political, and endurance successes, which reflects not only goals achievement, but, most importantly, the social significance of the outcome, the degree of support, and the capacity to sustain a positive effect over time as well show what works well in public administration. The study further suggests that success also depends on the organizational and institutional conditions in which results are achieved, including leadership quality, goal alignment, fair evaluation, staff motivation, and opportunities for professional development.

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