



PRINCIPLES OF INTEGRITY AND GOOD GOVERNANCE IN PUBLIC ADMINISTRATION

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ABSTRACT

The article highlights the basic principles of integrity and the concept of good governance in public administration. The concept of good governance is based on the principles of participation, consensus orientation, accountability, transparency, efficiency and effectiveness, fairness and universality, and the rule of law. The main values of integrity are independence and impartiality, reliability and caution, and personal responsibility. The administration concept provides for decision-making and implementation processes involving formal and informal actors and structures. The government is one of the subjects of governance. Other administration entities include public organizations, business structures, citizens, research institutes, political parties, financial institutions, and others. Good governance requires a minimum of corruption, taking into account the interests of citizens when making managerial political decisions. Good governance must meet the current and future needs of society. Good governance involves the participation of citizens in public administration. Participation can occur directly or through legitimate intermediate institutions, civil society organizations and representatives of the community.

Keywords: Good governance, Integrity, Public administration

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1. INTRODUCTION

At the present stage of the country's development, public service reform is inextricably connected to the ethical component of public service, because it is impossible to achieve high results of the reform without paying due attention to the issue of public servants' awareness of a clear base of norms, moral values, rules of conduct, and response to typical situations when performing their official duties [1-3]. The events of the Revolution of Dignity in Ukraine 2013-2014 undoubtedly confirmed the fact that civil society in our country was formed and aims to achieve the level of European norms and values and to protect them by all permitted means. These facts did not go unnoticed by civil society and the leadership of highly developed countries, including the European Union, and led to Ukraine receiving another credit of confidence and financial support in reforming all branches of government in the country based on the principles of transparent, virtuous, and democratic governance [4]. It is appropriate to note that the findings of research by foreign and domestic scientists can provide assistance in the process of implementing the modernization of the ethical block of public service reform.

2. MATERIALS AND METHODS

2.1. Theory of principles of integrity and good governance in Public administration

In response to the growing challenges of globalization, international competition, technological change, the form of public administration is changing to a flexible, decentralized, market-based, democratic one, which has become the basis of new concepts of public administration, in particular "Governance", "Public Governance", "New Public Governance", "Global Governance", "Good Governance", "Digital Era Governance", etc.

A characteristic feature of a governance model based on governance is the existence of a system of relations in which state, public and private organizations are active actors in the development and implementation of public administration decisions aimed at maintaining constitutional values in society in the face of dynamic changes and the growing internal and external challenges [5].

In recent years, the concept of "good governance" has gained increasing recognition both in Ukrainian politics and in research. Approaches to the development and development of the state in "good governance" ideas and practices have been developed and implemented for countries funded by international institutions.

Good corporate governance at state-owned enterprises is an important reform priority in many countries. Improving efficiency and transparency in the public sector will eventually deliver significant economic benefits, especially in countries where state ownership is an important aspect.

The concept of governance encompasses decision-making and decision-making processes involving formal and informal actors and structures (Figure 1). The government is one of the subjects of governance. Other government entities include public organizations, business entities, citizens, research institutes, political parties, financial institutions, and more. Corporations, lobbyists, international donors, and the media also play a role in political decision-making. Subjects form of government, civil society and civil society (other than

government and the military). Formal government structures make and implement policy decisions.

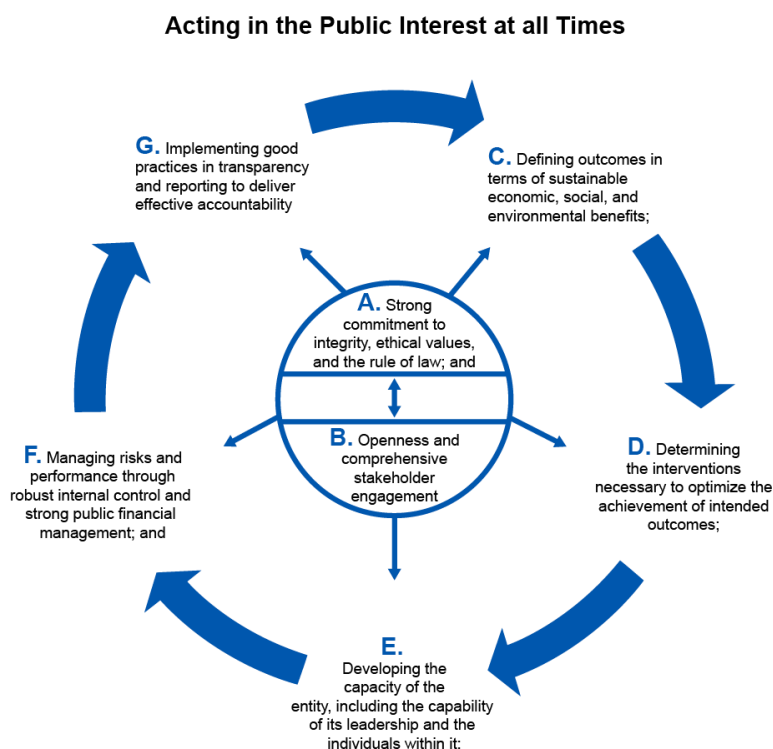


Figure 1 Key principles of good governance in Public sector [6]

Good governance is built on eight key characteristics, including participatory orientation, consensus orientation, accountability, transparency, responsiveness, efficiency and effectiveness, fairness and comprehensiveness, the rule of law [7]. Good governance requires a minimum of corruption, taking into account the interests of citizens when making managerial political decisions. Good governance must meet the current and future needs of the society (Figure 2).

Good governance involves citizen participation in public administration. Participation can take place directly or through legal intermediary institutions, NGOs or community representatives. It is important to note that representative democracy does not necessarily mean that the problems of the most vulnerable will be taken into account in decision-making.

Citizens should inform the government about their own learning and ensure its organization. This means freedom of association and expression on the one hand, and organized civil society on the other.

The rule of law provides for fair and impartial legislation, full protection of the rights of citizens, especially the rights of minorities. Impartial enforcement of the law requires independence from the judiciary and the impartiality of law enforcement.

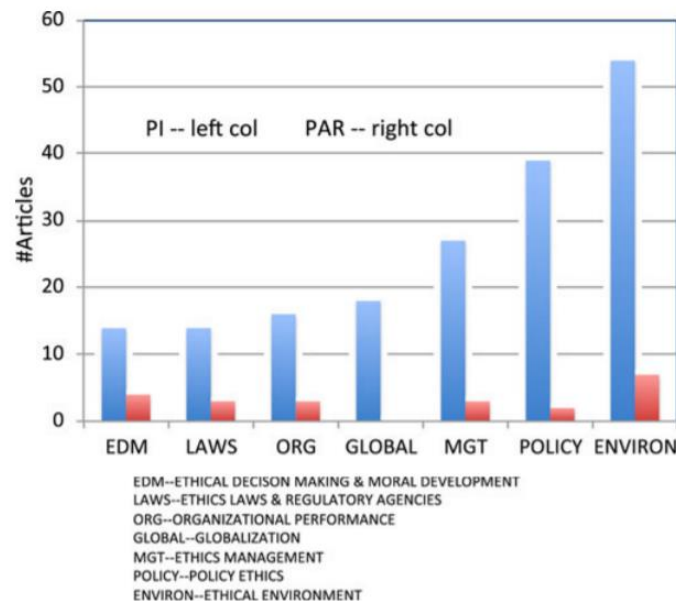


Figure 2 Public Integrity/Public Administration Review themes, 2010-2019 [8]

Transparency means that the decisions taken and their implementation are implemented in a manner that complies with the rules and regulations. It also means that information is freely available and directly accessible to those who will influence such decisions and their implementation. It also means that sufficient information is provided and is easily understood and reflected in the media [4, 9].

The concept of integrity has gained popularity in the public and private sectors over the last 25 years. Since the early 1990s, the concept of integrity in the public sector has become increasingly popular [10, 11]. Despite the increased level of attention to this concept, it is not fully understood, is more multifaceted and lacks a clear definition [12].

Good governance means: consistency and clarity of adherence to principles, values in decision-making and their implementation, adherence to social values and rules, actions in accordance with moral values, rules and norms. Integrity will be considered as the basis of ethical behavior of public servants, a model of behavior of a person authorized to perform public functions, which includes transparency, honesty, accountability, dedication to the performance of duties.

Values and norms include consistency, consistency, legitimacy. Public values are important qualities of public administration. Norms are rules that govern good general behavior. Morality is a synergy of values and norms.

The basic principles of the concept of good governance in public administration can be considered:

- the principle of subsidiarity - the delegation of individual functions to other partners, which will ensure more efficient use of resource potential, individual property objects (for example, the activities of Housing cooperative, which gradually take over the functions of housing and operating offices);
- the principle of participation involves joint management and specifies a problem in which partners will consult with each other or act together;
- the principle of mutual responsibility, regardless of which party, state, business or public association, by mutual agreement, provides the services and is responsible to the end consumer and to each other;

- the principle of mutual control of the state, business and public institutions - full control over each other's activities in the implementation of joint projects or agreements;
- the principle of trust is mutual trust and transparency of relations. Participants in public administration should be honest about their own expectations and responsibilities in the projects implemented and discuss in advance the possible differences in implementation and expected results in joint projects;
- the principle of preserving the independence of public administration participants. It should be understood that the partnership will not limit the strategy and position of each of the participants in addressing specific issues.

The experience of the effective countries of the world proves that the synergy of interaction of all sectors of society on the basis of good governance gives a positive result in its development (Figure 3).

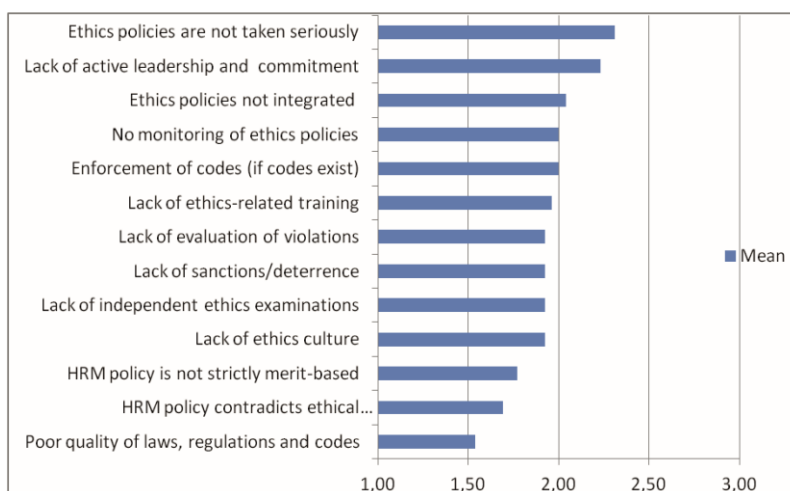


Figure 3 Major obstacles and difficulties for an effective ethics policy (1=not an obstacle, 2=minor obstacle, 3=major obstacle) [13]

The Netherlands Central Public Administration is an example of an institution built on the principles of trust and integrity, and the code of conduct is the basis for applying these principles. Many government agencies have their own code of conduct that is appropriate to the culture of organization and activity. Such an individual approach is effective, because the performance of duties and observance of the principles of integrity are appropriate in the context of the organization's activities. The code of conduct is in accordance with the principles of activity of the Central Public Administration and is minimally limited [14].

The main values of virtue are:

- Independence and impartiality. Citizens and external parties should be able to trust the actions of the government and, therefore, the Central State Administration makes decisions on an objective basis. Citizens' interests are priorities in political decision-making, and the government has no right to pursue its own interests. Impartiality involves a lack of conflict of interest and discrimination in decision-making. The conflict of interest arises in the situation of direct or indirect involvement of public servants and their influence on the decision-making process.
- Reliability and care. Citizens must trust the government, keep their commitments and arrangements, and act in words. The latter means adherence to the principle of credibility of the government represented by the government. Reliability involves

rationality, prudence and economy in the use of available resources by the government, protection of confidential information and prudence in the use of information.

- Personal responsibility. Direct contact between civil servants and citizens is increasing. Information and communication technologies ensure the availability of information to citizens about political decisions made. The digital transformation of the political system has led to an increase in government skills requirements, which should assume a high level of responsibility for decisions and actions taken. The government must ensure accountability for decisions and actions (Figure 4).

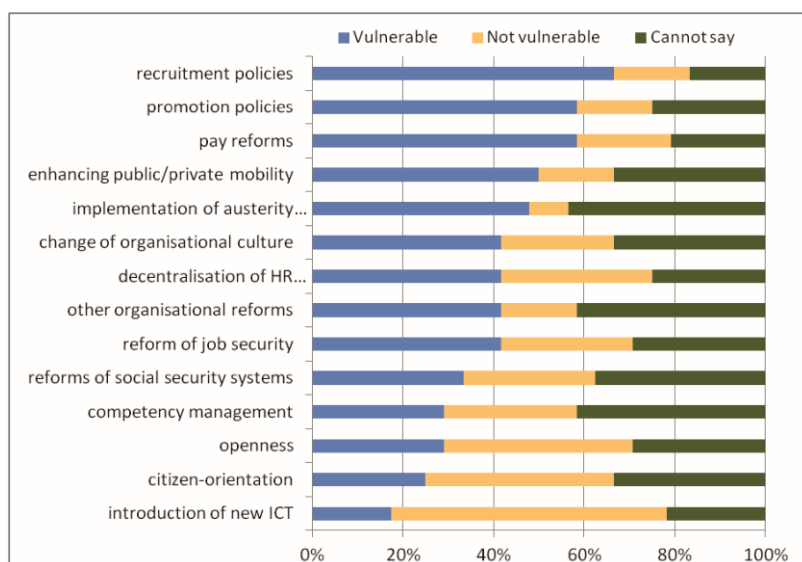


Figure 4 Vulnerability of HR-reform trends to integrity violations (N=24) [15]

The Dutch National Integrity Office was established by the Ministry of the Interior and the Kingdom (2006-2016) and was designed to combat construction fraud. The foundation resulted in the adoption of the virtue clause in the Civil Servants Act.

The main priority of the Dutch National Integrity Office is to empower governmental organizations to influence policy decisions and implement integrity and legitimacy policies. The main tasks of administration are: developing risk assessment tools, manuals and public management instructions; providing training for integrity officers, confidential counselors, dilemma trainers, risk auditors; networking meetings of integrity experts, annual conferences; impact on strategic programs: conducting research on contemporary issues of virtue. The structure of the Office includes an internal organization (8 staff members with different backgrounds in law, philosophy, organizational research, public administration, finance and audit; staff: secretary / liaison officer) and an external organization that is a broad, complementary network of independent advisers, scientists, leading experts. The budget is endowed with an annual budget of approximately € 1.3 million. In 2016, the Office was reorganized into a new Whistleblowing Authority. The main results of the activities are to advise potential reporters, guarantee confidentiality, take into account public work-related interests, collaborate within the public + private sector (including interns, volunteer contractors), provides mental support and referral to a professional psychologist.

2.2. Building a model of "good governance" in public administration in Ukraine

In Ukraine, decentralization processes have made it possible to introduce certain principles of "good governance" in public policy. In particular, raising public awareness through eGovernment and increasing government accountability. The success of most approaches to

citizen engagement depends on how well informed citizens are about the activities of the authorities and the processes that take place within the community. In Ukraine, there is an urgent need to increase access to information and adequate opportunities for its use. Communication and information tools may include publications in local media, television and radio broadcasts, electronic communications, publications on the Internet on official websites and public authorities (all tools used for publicity on the Internet, namely the open budget, transparent budget - on city council websites, latest E-date technologies, public procurement, Open City platform).

Public consultation and the mechanism of public consultation include public hearings, roundtables, advisory boards, stakeholder meetings, and more. They allow a wide range of citizens to be involved in the policy-making and service delivery of government in Ukraine.

Public control over the activities of public authorities is also gaining popularity in Ukraine. Public oversight of government activities involves the introduction of mechanisms and procedures such as research into the quality of public services, monitoring of these services and government activities, the activities of supervisory boards, public juries, and the formation of coalitions of non-governmental organizations. This approach helps to increase accountability and transparency of public authorities through continuous monitoring and public feedback.

Strategic community development planning is a consequence of decentralization reform in Ukraine. The main objective of strategic community development planning is to develop long-term local socio-economic strategies to strengthen the community's economic position and improve the living standards of its residents. Strategic community engagement planning has two meanings: first, it focuses on local issues; second, it involves identifying and using one's own community resources.

One of the innovative tools of good governance in Ukraine can also be considered Prozzorro, E-data, Open City platform, which ensure the development of institutional support for public administration in Ukraine. Therefore, the Prozzorro system was created to create an open mechanism for public procurement. E-Data is created, the official state information portal on the Internet, which publishes information on the use of public funds and implements the idea of "Transparent Budget". It should be noted that the "transparent budget" platform has several disadvantages, there is no information on the approved amount of the budget article and the balance on the article, that is, with the help of this informative resource it is not possible to track the turnover of revenues and expenses simultaneously on the approved budget items.

Also, today, an effective software product operating in Ukraine is the Open Budget Portal, created by the Center for Policy Studies and Analytics with the participation of the European Union Delegation to Ukraine, the International Renaissance Foundation and the United Nations Development Program in Ukraine. These analytical portals provide public scrutiny on the activity of executive authorities, a certain level of accountability, transparency, accountability of the activity of civil servants.

Also, in Ukraine, one of the institutions providing interaction between government, business and the community is the Centers for Administrative Services, which operate on the principle of "one office" and "single window". At the moment, the Centers for Administrative Services solve a number of problems of citizens with obtaining documents, preventing corruption by the authorities. (Figure 5).

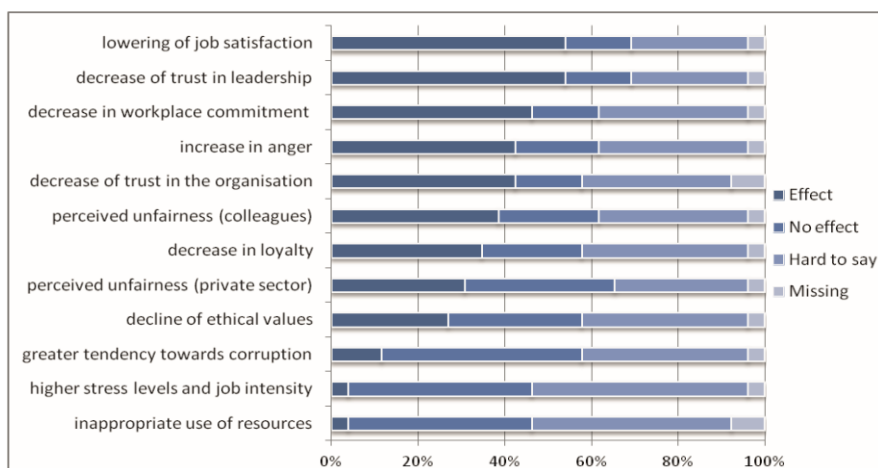


Figure 5 Impact of austerity measures at workplace level in Ukraine (N=25)

Therefore, the state, by embodying and supporting the democratic foundations of the functioning of local self-government bodies, normalizes the principles on which public administration should be exercised. The public and business structures are required to make constructive proposals to improve the work of public authorities, which can be submitted through the advisory bodies established within these bodies and to monitor their implementation. This shows the synergy of the three sectors and the effective development of public administration.

The problem of transparency of actions of the authorities at any level is especially urgent today, since transparency is the basic condition for openness of decisions of the authorities. Currently, there is a need to introduce a rule on public participation in the budget process and to provide up-to-date information and analytical support to the Ministry of Finance, State Fiscal Service, Treasury.

Creating a Transparent Budget system will increase budget literacy and public awareness of the budget process; openness of budget preparation, adoption and implementation processes; accessibility, quality and promptness of public information on public funds; efficiency of use of public funds.

Today, public councils operate at different regional levels in Ukraine. The main task of the public council is to bring public opinion to the executive authorities and to be able to influence decisions in accordance with the needs of the public. In 2010, the Cabinet of Ministers of Ukraine adopted the Resolution of the Cabinet of Ministers of Ukraine “On Ensuring Public Participation in the Formation and Implementation of Public Policy” No. 996-2010-p of May 29, 2015, which provided for the creation of public councils at ministries, central bodies of executive power and regional state administration. Since then, active formation of public councils at the executive authorities has actually begun.

The main tasks of public councils are:

- promoting of citizens constitutional right to participate in public affairs;
- exercising public control over the activity of the body;
- promoting public opinion in the formulation and implementation of public policy.

An analysis of the Model Regulation on the Activities of Public Councils has highlighted some features that do not contribute to the effective influence of the public on the activities of executive bodies today:

- public council is empowered to demand information on the activity of executive bodies, while the representatives of the authorities are not obliged to provide such information,

which causes the subjectivity of the representatives of the authorities in the disclosure of information;

- there is a lack of well-coordinated interaction between public councils and executive authorities, which negatively affects the interests of both parties;
- forms of providing support to the activity of the public council are public discussion and opinion polling, on the basis of which certain proposals for socio-economic and environmental development of the region are formed, which are of a recommendatory nature, which makes it possible for the executive authorities to ignore the proposals of the public;
- financing of the activity of the public council is carried out by the bodies of executive power under which it operates, which negatively affects the independence of the council. In addition, the lack of funding causes a negative impact on the effective functioning of the councils as a whole.

3. RESULTS AND DISCUSSION

Considering the above stated, the work of community councils greatly depends on its members and participants, their initiative, readiness for social dialogue with the executive authorities under conditions not possible accounting advisory nature offers board and no funding of its activities. Therefore, today the functioning of the public council, which actually represents the community, depends on the awareness of the needs for socio-economic development of the region and overcoming environmental problems, initiative, self-motivation of citizens. At the same time, the motivation and interest of the citizens should be provided by representatives of the executive authorities through accountability, publicizing information on local budget expenditures on regional development projects. The best way of motivating citizens is the result of socio-economic or environmental projects, which can be measured by comparing indicators of the socio-economic and environmental status of the region before and after the implementation of the projects (Table 1).

Table 1 Effectiveness of various ethics instruments (1= effective, 5=ineffective)

	Mean	N	St dev.
Leadership	1.29	24	0.69
Openness, transparency	1.60	25	0.87
Laws and regulations	1.81	26	0.69
Training, incl. dilemma training	1.84	25	0.75
Codes	2.31	26	1.12
Protection of whistle-blowers	2.36	25	1.11
Registration of financial interests	2.42	26	0.95
Integrity officers providing counselling	2.52	25	1.05
Strict gift policies	2.62	26	0.75
Post-employment rules	2.92	26	1.13

In addition, accountability from territorial communities and control over the use of budget funds by public councils will be important, which will further increase budget revenues.

Centers for Local Self-Government Development have started functioning in Ukraine, in particular as of 2018 Centers for Local Self-Government Development are operating in all regions of Ukraine. Centers for Local Self-Government Development were created to carry out decentralization and with the assistance of international organizations, including the European Union and 5 EU Member States: Denmark, Estonia Germany, Poland and Sweden, to

concentrate the efforts of all parties involved: representatives of regional authorities and communities, the expert environment and the public, associations of local governments and donor organizations. Thus, the sectors involved have the right to act on a voluntary, open and transparent basis. Centers for Local Self-Government Development are primarily designed to build effective local self-government in the regions and to assist integrated territorial communities in addressing organizational issues, regional development work, and territorial planning.

Decentralization ensured the development of the activities of the United Territorial Communities, carried out on the principles of constitutionality and legality; voluntariness; economic efficiency; state support; ubiquity of local self-government; transparency and openness; responsibility. That is, the state must provide partial financing, public councils representing citizens to solve the most pressing problems of the region, business to provide partial financing through the possibility of renting communal property. Therefore, all principles of the concept of good governance in public administration will be respected.

4. CONCLUSION

The paper describes the basic principles of the concept of good governance in public administration: the principle of subsidiarity - the delegation of individual functions to other partners, which will ensure more efficient use of resource potential, individual property objects (an example is the activity of Housing cooperative, which gradually take over the functions of residential office); the principle of participation - involves joint management and specifies a problem in which partners will consult with each other or act together; the principle of mutual responsibility, regardless of which party, state, business or public association, by mutual agreement, provides the services and is responsible to the end consumer and to each other; the principle of mutual control of the state, business and public institutions - full control over each other's activities in the implementation of joint projects or agreements; the principle of trust is mutual trust and transparency of relations. Participants in public administration should be honest about their own expectations and responsibilities in the projects implemented and discuss in advance the possible differences in implementation and expected results in joint projects; the principle of preserving the independence of public administration participants. It should be understood that the partnership will not limit the strategy and position of each of the participants in addressing specific issues.

The main values of integrity are defined: independence and impartiality, which implies the trust of citizens and external parties to the actions of the government; reliability and prudence, which implies the confidence of citizens of the government, compliance with their obligations and arrangements; personal responsibility, which implies an increase in direct contact between civil servants and citizens. Information and communication technologies ensure the availability of information to citizens about political decisions made. The digital transformation of the political system has led to an increase in government skills requirements, which should assume a high level of responsibility for decisions and actions taken. The government must ensure accountability for decisions and actions.

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