

ДЕРЖАВНА СЛУЖБА, СЛУЖБА В ОРГАНАХ МІСЦЕВОГО САМОВРЯДУВАННЯ

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KEY INDICATORS OF QUALITY PUBLIC SERVICE

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The article contains the analysis of the quality public service concept, reveals a cognitive link between public service quality and efficiency of public administration. The complex analysis of the basic theoretical principles for reforming the national public service, namely new public management, e-governance and good governance is completed. The urgent public service quality indicators are: 1) deregulation (extension of the power of state agencies); 2) horizontal communication links between structural systems of the government; 3) perception of a citizen as a customer of public services (client) who should receive the proper quality of the public services, and have a choice of service providers; 4) public officials accountability to civil society (openness and accessibility of information); 5) a permanent development of civil servant skill level; 6) delineation of management procedures and delivery of public services; 7) developing of a flexible strategy by each government agency according to existing goals and tasks; 8) focusing on the result (effectiveness of public service); 9) appropriate principles (technical, financial, psychological conditions) of public servant professional activities; 10) de-politicization of the civil service; 11) cooperation of government agencies with non-public organizations (private enterprises, voluntary organizations); 12) legal framework for the rotation of civil servants and competitive selection on positions, proper remuneration and financial incentives for initiatives and innovative approaches to solving public-management problems. Also author of the article researches the practice of improving the regulatory framework in Ukraine, which will translate selected indicators of quality public service and establish mechanisms for monitoring the performance of public administration.

Key words: public service, the quality of public service, public administration, public administration efficiency, public administration effectiveness measurement, civil servant, strategy of civil service reform and service in local government in Ukraine, decentralization, devolution, deregulation, citizen, consumerism, public services, de-politicization, professional qualification of civil servant.

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АКТУАЛЬНІ ПОКАЗНИКИ ЯКІСНОЇ ДЕРЖАВНОЇ СЛУЖБИ

У статті досліджено поняття якісної державної служби, виявлено когнітивний зв'язок між якістю державної служби та ефективністю державного управління. Здійснено комплексний аналіз основних теоретичних засад реформування вітчизняної публічної служби, а саме наукових підходів нового державного менеджменту, електронного урядування та належного управління. Визначено актуальні показники якісної державної служби: 1) дерегуляція (розширення повноважень державних агентств); 2) горизонтальна комунікація між структурними ланками системи державного управління; 3) сприйняття громадянина замовником державних послуг (клієнтом), який має отримувати ці послуги належної якості, а також мати можливість вибору серед постачальників послуг; 4) звітність державних службовців перед громадянським суспільством (відкритість та доступність інформації); 5) перманентне підвищення рівня кваліфікації державного службовця; 6) розмежування процедур керування та виконання державних послуг; 7) вироблення гнучкої стратегії кожним державним агентством залежно від наявної мети та поставлених завдань; 8) орієнтація на результат (ефективність державної служби); 9) належні засади (технічні, фінансові, психологічні умови) професійної діяльності державного службовця; 10) деполітизація державної служби; 11) співпраця державних агентств з недержавними організаціями (приватними підприємствами, волонтерськими структурами); 12) нормативно-правові засади для ротації державних службовців, конкурсного добору на посади, належної оплати праці та фінансового стимулювання за ініціативи та новаторські підходи до розв'язання державно-управлінських проблем. Досліджено практичну діяльність з удосконалення нормативно-правової бази в Україні, що дасть змогу втілити виділені показники якісної державної служби та запровадити механізми моніторингу продуктивності державного управління.

Ключові слова: державна служба, якість державної служби, державне управління, ефективність державного управління, вимірювання ефективності державного управління, державний службовець, Стратегія реформування державної служби та служби в органах місцевого самоврядування в Україні, децентралізація, деволуція, дерегуляція, громадянин, конс'юмеризм, надання державних послуг, деполітизація, професійна кваліфікація держслужбовця.

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АКТУАЛЬНЫЕ ПОКАЗАТЕЛИ КАЧЕСТВЕННОЙ ГОСУДАРСТВЕННОЙ СЛУЖБЫ

В статье исследовано понятие качественной государственной службы, обнаружена когнитивная связь между качеством государственной службы и эффективностью государственного управления. Осуществлен комплексный анализ важнейших теоретических основ для реформирования отечественной публичной службы, а именно научных подходов нового государственного менеджмента, электронного управления и надлежащего управления. Определены актуальные показатели качественной государственной службы: 1) дерегуляция (расширение полномочий государственных агентств); 2) горизонтальная коммуникация между структурными звеньями системы государственного управления; 3) восприятие гражданина заказчиком государственных услуг (клиентом), который должен получать эти услуги надлежащего качества, а также иметь возможность выбора среди поставщиков услуг; 4) отчетность государственных служащих перед гражданским обществом (открытость и доступность информации); 5) перманентное повышение уровня квалификации государственного служащего; 6) разграничение процедур управления и выполнения государственных услуг; 7) выработка гибкой стратегии каждым государственным агентством в зависимости от имеющейся цели и поставленных задач; 8) ориентация на результат (эффективность государственной службы); 9) надлежащие основы (технические, финансовые, психологические условия) профессиональной деятельности государственного служащего; 10) деполитизация государственной службы; 11) сотрудничество государственных агентств с непубличными организациями (частными предприятиями, волонтерскими структурами); 12) нормативно-правовые основы для ротации государственных служащих, конкурсного отбора на должности, надлежащей оплаты труда и финансового стимулирования за инициативу и новаторские подходы в решении государственно-управленческих проблем. Также исследована практическая деятельность по совершенствованию нормативно-правовой базы в Украине, что позволит воплотить выделенные показатели качественной государственной службы и ввести механизмы мониторинга производительности государственного управления.

Ключевые слова: государственная служба, качество государственной службы, государственное управление, эффективность государственного управления, измерения эффективности государственного управления, государственный служащий, Стратегия реформирования государственной службы и службы в органах местного самоуправления в Украине, децентрализация, деволуция, дерегуляция, гражданин, консьюмеризм, предоставление государственных услуг, деполитизация, профессиональная квалификация госслужащего.

In a sense, administrative reform is a myth. Administration is in a state of constant reform, which is a sign of its health.

Roland Drago

Problem setting. The current state of public service in Ukraine demonstrates the urgent need for implementing effective reforms on the improvement of the institution to improve governance, communication between state institutions and civil society, to bring it into line with European standards and norms, and create conditions for its prompt response the difficult, often changeable factors of globalized, computerized world informative space affecting the functioning of democratic administrative institutions. Today the public service is an institution designed to effectively, efficiently and economically in terms of resource costs solves urgent problems of citizens and the state. Public service of XXI century in particular and governance in general cannot remain aloof from innovative theoretical developments. Classical bureaucratic model today has completely used all its potential and does not meet the public administration in a democracy neither by its hierarchical vertical management model nor obsolete tools and principles (big staff, focus on the budget, but the result, ignoring citizen, etc.).

Recent research and publications analysis.

Various aspects of improving the quality of public service, and therefore, the efficiency of the public

sector are studied in scientific researches of such national scientists as V. Averyanov [3] (the legal aspects of the public administration efficiency), V. Bakumenko [4] (increasing the efficiency of public administration by improving decision making process), R. Bilyk [5] (public administration efficiency criteria), O. Volska [8] (effectiveness of social development government), V. Dzyundzyuk [9] (factors of activity efficiency of state and local governments), A. Lipentsev [13] (organizational culture as a factor of public service efficiency), N. Nyzhnyk [14] (problems of efficiency of state governance in Ukraine), O. Obolenskyj [15] (monitoring of state agencies), L. Prikhodchenko [16] (evaluation indexes of the effectiveness of public administration), M. Sahaidak [17] (standards of quality of public-management services), V. Soroko [19] (evaluating the effectiveness of civil servants), O. Tkacheva [20] (approaches to evaluating the effectiveness of public administration) and others.

Among foreign works devoted to the study of the theme are prevalent theoretical works of K. Weiss [6] (methods of evaluating the effectiveness of programs and policies), E. Vedung [7] (theoretical basis of evaluation of public policy), T. Gaebler [26] (im-

proving the efficiency of public administration by instilling the principles of business activity), P. Drucker [10] (management of public sector as a factor of its efficiency), T. Curren [23] (institutional factors of public sector efficiency increasing), P. Cosseddu [22] (potential of structural reforms for increasing the efficiency of public administration), D. Osborne [26] (efficiency as a result of the transition to the NPM principles) and others.

The paper objective is to determine the actual indicators of quality of public service. In accordance with the designated purpose it is necessary to solve complex of research tasks, namely: to define the concept of quality public service; identify cognitive connectedness of public service quality and efficiency of public administration; analyze base indicators of public service quality and ways of their implementation in practice in domestic public sector; explore the legal framework for an effective civil service reform in Ukraine.

The main material research. Civil service reform in Ukraine should be based on applicable experience of other democratic states, as well as on theoretical and methodological basis, starting from the ideas of the founders of the New Public Management, through imperatives of supporters of e-governance to modern scientific patterns produced by the direction of good governance. Undoubtedly, implementation of certain principles and models should be based on a careful analysis that takes into account the specific of local socio-political reality, specific of the historical genesis of the Ukrainian civil service, modern accents and geopolitical preferences.

In the early 90-ies of XX century a prominent political scientist Ch. Hood, one of the founding fathers of the New Public Management (NPM) made constructive criticism of traditional public administration, accusing it of abuse of the rules, focusing on administrative guidance, bureaucracy leading role in the policy development and its implementation, political and administrative differences among public organizations, hegemony of public institutions in formulation and performance of public services, increasing budget expenditures, etc. [27, p. 418].

Instead, the researcher proposed own model of governance, which should be based on several key assumptions: 1) hands-on professional management of public organizations, which means a high degree of autonomy of managers in their public organization; 2) clear standards and measures of performance that clearly define goals and objectives to increase the effectiveness and accountability; 3) greater emphasis on governance benchmarks, it means that resources are directed to areas according to perfor-

mance measurement because of the need to emphasize results rather than procedures; 4) crushing units in the public sector, it means breaking down large departments into smaller units (separately financed and interacting at an “arm” distance) about certain products; 5) transition to greater competition in the public sector, i.e. the introduction of long-term contracts and tendering procedures, because the rivalry is always the key for costs reducing and conditions improving; 6) emphasis on private sector style of management practice, that is away from the bureaucracy, to guarantee greater flexibility in matters of employment and remuneration; 7) an emphasis on discipline and prudence in the use of resources in the public sector, which means reducing direct costs and improving employees discipline [24].

Ch. Hood’s ideas were picked up by many other scholars, including P. Dunleavy, T. Gaebler, D. Osborne, P. Plastrik, etc. Some of NPM ideas were clarified, some – simplified, but in general, the essence of approach means marketization of public administration and transferring most effective treatments of competitive market economy in the plane of political administration. Definite advantage of the approach was its simultaneous importing into practice (e.g. USA, UK, New Zealand, etc.). Clearly, as any scientific approach based on a specific methodology, NPM inspired by market mechanisms because of them had and the advantages and disadvantages. However, today many of the principles of new public management are actively used in the processes of public administrative systems and public services improving around the world.

The beginning of the XXI century was marked by the appearance of another innovative concept – e-government. E-government is a system of electronic document governance, based on the total automation of administrative processes across the country and serves the aim of significant improving of the efficiency of public administration and social communication costs reducing for each member of society. Creation of e-government involves constructing of a distributed nationwide system of public administration that implements the resolution of the full range of tasks associated with documents managing and processing. Sh. Becker, A. Howard, R. Deshazo, D. Castro, J. Lyman, M. Moon, J. Palviya, and many other foreign researchers analyzed various aspects of e-government: from essential principles to modern terrorist challenges. M. Demkova, S. Dziuba, I. Zhi-lyayev, I. Klimenko, I. Lopushynskyy, M. Figel, etc. are domestic scientists, who studied the peculiarities of the implementation of an appropriate system of information circulation in the Ukrainian reality.

It is clear that a modern state cannot be aloof from the world informatization and should take advantage of this model to simplify communications between public service and citizens, first of all. According to a Factum Group Ukraine data (2015) the total Internet audience throughout Ukraine, excluding the Crimea has risen to 59% and is 21.8 million users. It is noted that the most active growing audience is an older one. Every 10th Ukrainian aged 65 has already used the Internet. Also it is reported that every second resident of the village uses the Internet. In 2014 the number of the Internet users in Ukraine amounted to 18.8 million [12]. The positive dynamics of increasing the population that uses Internet resources creates objective conditions for activating the procedures of e-government in Ukraine. But still, 59% of users compared to the EU, where the average percentage of active users represents more than 80% (preference of northern countries to southern ones) needs popularization of Internet tools, implementation of training programs for the elderly, socially accessible articulation of the benefits of Internet communication.

Good governance is a new kind of governance that has no clear Ukrainian-language equivalent. Firstly the theory was proposed in 1997 in the documents of the UN Development Program. These documents see effective governance as the completing economic, political and administrative authorities in order to guide the country's affairs at all levels. It is assumed that administration is based on the principles of separation of power branches, democracy, election and turnover of senior officials, accountability of executive institutions, the rule of law, political pluralism, inclusiveness and transparency, participation, and media independence.

At the same time management efficiency refers to achieving aims on time and with minimal cost of public resources. Good governance denotes the degree of compliance of civil servants as core values of public administration. The notion of "core values" takes on different meanings depending on which approach to public administration (legal, political or managerial, etc.) is used to measure the performance of civil servants. This theory is extremely actualized across the EU. And Ukraine has to adopt most of the principles of this approach as well as analyzed above ones, which were positively verified in practice.

Extremely appropriate in this context are the words of the General Secretary of the Communist Party of China Xi Jinping who notes in his book: "We need to formulate a proper understanding of the real administrative success, lay a solid foundation and make things favorable in terms of the long term

perspectives ... We need to practice a pragmatic approach to do focus on actual achievements, boldly take responsibility and in the full sense of the word to be responsible for the history and the people" [18, p. 543].

Chinese philosopher is not the only one among scientists who drew attention to the love with populism among politicians of different countries, their desire to present themselves in a favorable light, therefore, they resort to make "useful" short-term decisions that will help them to be re-elected again. US Congressman Charles Rose successfully identified the problem: "Congress as a representative body does not act and react. Members of Congress respond to the whims and desires of their constituents. We are looking for quick solutions to problems, for short-term results are more likely to leave us on the ground than any early and expensive attempts to prevent the emergence of problems" [28, p. 105].

A similar view is found in D. Osborne and T. Gaebler "Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector" (1992). Scientists believe that strategic planning is essentially the antithesis of the policy as involves careful rationality that does not characterize the public administration. Occasionally some politicians think deeper than the next election [26].

However, the real politician is to rebuild his business based on the philosophical and ideological bases, being clearly aware that for some time he gets instruments of human destiny, the future of the country, forthcoming achievements, that is why he should be the analyst and the pragmatist, and the futurist in one person, and always remember the moral responsibility for own thoughts, words, decisions, and actions.

Returning to the main objectives of this article I want to propose own definition of public service quality. Overall, systematizing different definitions of the "quality" term the latter can be define as complex phenomenon characteristics that correspond to the existing requirements. Encyclopedia of Public Administration offers the following definition of government quality: it is an assessment process of governance determined by the degree of the aim achievement and organizational rationality of the process of its achieving [11, c. 730].

Thus, *the quality of public service* I understand as *the ability to effectively and efficiently achieve goals and provide expected results of the public services delivery with minimal resource costs and maximal productivity through appropriate regulatory framework, optimization of state-social communication, high level of civil employees training and their working conditions (technological support, financial sup-*

port, corporate spirit, etc.). The quality of the civil service (the impact of each individual civil servant and public agencies in general) is the guarantor of the high efficiency of the government. By the way, the problem of measuring the latter is extremely actualized in a circle of theorists and practitioners in the area.

So, for example, R. Andrews in the article “NPM and Search for Efficiency” wrote: “The issue of public sector efficiency is once again top of the policy agenda across the world. Over the coming years, governments will be subject to any urgent requirement to ensure that resources are used in the optimum way to deliver high quality public services in line with citizen’s priorities. The design of policy interventions that will successfully enhance value for money will therefore become increasingly important” [21, p. 293].

The domestic researcher V. Bakumenko determines the effectiveness of the government as one of the main indicators of management excellence, as determined by comparing the results of management and resources spent on achieving them [4].

O. Tkacheva offers own definition: “The effectiveness of government is not just a relationship between results and costs; it is achieving socially significant results with socially reasonable expenses” [20, c. 36].

L. Prikhodchenko notes that “... the effectiveness of government makes political, economic and social effects, determines the degree of social development, and directly affects the degree of the needs, interests and goals of a particular person and so on. At the same time, to determine the results of the public administration and evaluate them, even if there are reliable data and precise method of calculation and comparison of indicators, and relevant criteria is very difficult because of the specificity of governmental activity” [16, c. 1].

However, at present the majority of the members of the worldwide Organization for Economic Cooperation and Development (OECD) are assigned to the complex system of criteria for the evaluation of the authorities, using such state-level programs as TQM (Total Quality Management), SQMS (Scottish Quality Management System, Functional Review, Balanced Scorecard, etc. No less importance has the universal standard ISO 9001:2001 developed by the International Organization for Standardization (founded in 1946, has about 120 members) and adapted in Ukraine according to the Decree of State Standard Department of Ukraine on June 27, 2001.

M. Sahaidak in his article “The ISO 9001: 2001 as a Mechanism to Ensure the Quality of Administra-

tive Services” explores in detail the genesis of the standard criteria introduction and notes that “Local authorities were the first of authorities in Ukraine that began to implement ISO system, including certified quality management system introduced in city Halls of Berdyansk (Zaporizhia region, 2003), Komсомolsk (Poltava region, 2004) ...” [17, c. 3].

The researcher notes that among public authorities the first certified quality management system was introduced by MDCSU, and in 2006 its distribution among territorial bodies of the institution was finished [17, c. 3].

The above criteria systems of public administration and civil service indicate the need for permanent external control to improve their quality. Appropriate monitoring can be expressed in various ways, including regular certification of state employees, a review of their compliance with functional direction of the state institutions in which they work, measuring the effectiveness of the management and so on.

Researching ways to improve the quality of public service in the USA Donald F. Kettl, Patricia W. Ingraham, Ronald P. Sanders wrote a book “Civil Service Reform: Building a Government that Works” (1996). The authors state that the civil service system, which was devised to create a uniform process for recruiting high-quality workers to government, is no longer uniform or a system. Nor does it help government find and retain the workers it needs to build a government that works. The current civil service system was designed for a government in which federal agencies directly delivered most public services. But over the last generation, privatization and devolution have increased the number and importance of government’s partnerships with private companies, nonprofit organizations, and state and local governments. Government workers today spend much of their time managing these partnerships, not delivering services, and this trend will only accelerate in the future. The authors contend that the current system poorly develops government workers who can effectively manage these partnerships, resulting too often in a gap between promise and performance [25].

In my opinion, the current public service can be considered as quality one only according to multiple baselines, such as available: 1) deregulation (extension of the power of state agencies); 2) horizontal communication links between structural systems of the government; 3) perception of a citizen as a customer of public services (client) who should receive the proper quality of the public services, and have a choice of service providers; 4) public officials accountability to civil society (openness and accessibility of information); 5) a permanent development

of civil servant skill level; 6) delineation of management procedures and delivery of public services; 7) developing of a flexible strategy by each government agency according to existing goals and tasks; 8) focusing on the result (effectiveness of public service); 9) appropriate principles (technical, financial, psychological conditions) of public servant professional activities; 10) de-politicization of the civil service; 11) cooperation of government agencies with non-public organizations (private enterprises, voluntary organizations); 12) legal framework for the rotation of civil servants and competitive selection on positions, proper remuneration and financial incentives for initiatives and innovative approaches to solving public-management problems.

Today, having a powerful political and economic international support (EU, IMF, USA) Ukraine should not lose chance to restart public-management system as a whole “here and now”, because due to many different factors and conditions domestic political power even in close cooperation with civil society cannot cope with the modernization of its own. And now we see detailed work to reform the entire public-management system, conducted by the National Reform Council which is a special advisory body of the President of Ukraine on strategic planning, coordination of positions on implementation in Ukraine of a single reforms state policy and their implementation. National Reform Council was created August 13, 2014 by Presidential Decree “Issues of National Reform Council and of Executive Reform Committee”. It is provided that reforms in Ukraine will touch all the important spheres of social life: medicine, agriculture, natural resources, transport infrastructure, energy sector, housing, justice and human rights, law enforcement and security, local government and public administration, etc.

In the context of this article, namely the aspect of implementation of selected indicators of quality public service, quite relevant is the Strategy of reforming the civil service and local government in Ukraine until 2017 and approval of a plan for its implementation, approved by the Cabinet of Ministers of Ukraine March 18, 2015. This document contains a definition of goals, problems, main directions of their implementation, expected results, as well as legal and financial instruments.

The Strategy aims to improve the quality of public service and service in local government, which will help optimize the functions of institutions of state power, organize efficient allocation of powers and responsibilities. It provides equal access of citizens to public service and service in local government, eliminating corruption mechanism through

entirely open competition for occupying vacant positions, and ensuring transparency, openness and accountability of state agencies and local governments by involving civil society organizations, research and expert institutions to the issues of development and implementation of state policy in the civil service and local government, as well as increasing public support for reforming the civil service and local government, public confidence in the professional activity of civil servants and officials of local municipality [2].

The Strategy of reforming the civil service and local government in Ukraine stresses the need for rapid response to complications that may occur by monitoring the efficiency and effectiveness of reforming the civil service and local government. Transformation service personnel services in HR by HR employees getting mastery of state and local governments modern technologies and practical tools of human resource management is one of the main objectives of the Strategy [2].

Also it is provided a harmonized interconnection system between number of civil servants and local government servants and functions and powers of state bodies and local authorities, as well as improving efficiency of the training of civil servants and local government officials through the optimization of training, retraining and advanced training, particularly in state and regional government; implementation of individual programs of personnel development and career planning; a radical renewal of personnel services content of state agencies and local governments, strengthening their role in personnel management of relevant body [2].

The Strategy of reforming the civil service and local government in Ukraine predicted the development of new versions of the Law of Ukraine “On state service” № 2490 and the Law of Ukraine “On service in local government” № 2489, as well as a number of regulations aimed at implementation of these laws. Both bills passed the first reading, some provisions were actively discussed and criticized. Revised Law of Ukraine “On state service” № 2490 passed the second reading 10.12.15, its last state is – signed by the President 31.12.15 and the Law of Ukraine “On service in local government” expects for the second reading. The adoption of both documents will guarantee acceleration of update public management structure.

The foundation for quality public service is charged in defining the principles of the Law of Ukraine “On State Service” № 2490. In particular, the principle of integrity – direction of the governor to protect public interest and public official denial

of the prevalence of private interests in conducting power granted to him; effectiveness – rational and effective use of resources to achieve public policy objectives; transparency – openness of information about the activities of the civil servant [1].

Some official's duties are also directly related to the quality aspect of public service: adhere to the principles of public service and the rules of ethical conduct; provide within his powers efficient execution of tasks and functions of state bodies; conscientiously and professionally perform his duties; comply with the requirements of legislation on preventing and combating corruption; prevent the emergence of real, potential conflicts of interests in the civil service; constantly raise the level of professional competence and improve an organization of management performance; provide public information to the extent permitted by the law [1].

Article 18 of the law provides the establishment of the branch or office administration specialist on staff. Article 44 identifies the need for an annual civil servants performance evaluation to determine the quality of performance objectives, and to decide on bonuses, their career planning, and identifying needs in vocational training. Getting a civil servant of high score for the evaluation of performance is the reason for his bonuses and preferential promotion in public service. In the case of civil servant two consecutive negative evaluations of the results of performance a civil servant is dismissed from service. Article 45 provides an annual public report provided

by the head of executive body on the results of the relevant public authority, which must take place with representatives of community councils, associations, employers' organizations, trade unions, non-profit organizations, experts, relevant industries and the media [1].

Conclusions. Civil service reforms in Ukraine are not only the current needs of the historical moment, but the real existing tools to improve the management system and bring it to common EU standards. The quality of public service is a synonym for the efficiency of public administration, the progressive development of democracy and civil society is impossible without guaranteeing the first one, and – increasing the second one. In the context of domestic reforms theoretical works and practical models that were positively identified through successful implementation are important. Civil service reform should be based on rational and flexible strategy with accentuation on devolution, decentralization, consumerism, accountability, community, modern information technology tools and relevant legal framework. In fact, these requirements I detailed in determining the actual indicators of quality public service. Certain incentives to improve the quality of public service should be appraisal system of managers' performance, their compliance to authority function definitions, and competence in the problems that solves a specific state agency. And the most important is a synchronization of norms as the public service real practice regulators without time delay.

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