

Formation, Evolution and Development of Public Service Delivery in Developed Countries

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Abstract. This article analyzes the historical development and modernization of the civil service system in developed countries. In the middle of the 20th century, the process of transition from the bureaucratic management model to the principles of New Public Management (NPM) was highlighted. This approach is aimed at increasing efficiency, privatization, and the development of contractual relations. The study discusses the principles of public service developed by L. Rollan - continuity, flexibility, equality, neutrality, and transparency. Issues of ensuring public control and transparency through information centers established in countries such as Canada and Poland will also be discussed. The article highlights public-private partnership (PPP) and its role in improving public services. It also analyzes how e-government and digital technologies are used in the experience of Europe and the USA.

Key words: Public service, public administration, new public administration, bureaucracy, transparency, public-private partnership, e-government, digital technologies, efficiency, public control.

Introduction

By the middle of the 20th century, the need for modernization of state and local government bodies arose in all developed countries. By the 1980s, the increase in the size of the state apparatus and the decline in the management effectiveness of civil servants, on the one hand, caused discontent among the population, and on the other hand, the times themselves put on the agenda the issue of paying state officials based on the effectiveness of their work. These problems led to the rejection of Max Weber's concept of bureaucracy, which was widespread in most European countries. Until now, in Weber's concept, strictly hierarchical, standardized procedures, clearly coordinating the activities of the civil service, ensured the stability of the closed (non-open) system of public administration as a social institution.

The ideology of "new state governance," formed during this period, abandoned these old axioms and put forward the idea of making modern decisions based on mutual communications between individual elements of state, private, and social structures.

New concepts of the state were formed as the basis of the reforms. The role of the state as an institution protecting the interests of society and a mechanism of coercion was retained only as one of the links of the management system, and it also assumed the function of developing business and non-governmental organizations. This led to a logically new attitude of business towards the state: the private sector began to perceive the state as its client.

"New public administration" began to be implemented through the transition to contractual relations between executors - participants in the management process. In such circumstances, the role of expert professionals, not politicians or officials, has increased in decision-making processes. Contractual

relations began to require not the strength of the system's operating principles, but mutual trust. These cases were used as a model of public administration in the development of the concept of "governance." "Leadership" represents a model of mutual cooperation between executors participating in management processes (representatives of the state, private, and public), which carries out its functions through network structures capable of ensuring the unity of the system. The concept of "leadership" is based mainly on monitoring effectiveness, control based on ethical and democratic values¹.

Methodology

In 1920, the French scientist L. Rolland attempted to formulate rules of public service common to all types of public service. Later, it was adopted under the name of the Six Principles of Public Service, which became widely known as laws. They mainly consist of:

1. The principle of continuity (continuite), that is, the service must be provided continuously and without interruption, otherwise it will harm the users of the service;
2. The principle of adaptability, also called the principle of variability. Public services should change in accordance with the constant increase in needs.
3. The principle of equality (yegalite), i.e., treating service users with equality, observing equality in the use of public service;
4. The principle of the absence of surplus value (valeur ajoutee nulle). This principle does not mean that the public service is provided free of charge, but rather that the services are financed by taxes, even if the state does not charge the user. In other words, the state does not benefit from its services.
5. The principle of neutrality, that is, public service is carried out not for individuals, but in the interests of the well-being of society.
6. Servicing with politeness (obligation defonction nement correct), that is, the administration of a state body should monitor the observance of citizens' rights in the provision of public services.

The obligation to comply with the principle of openness in the provision of public services has also been formed. The consumer of the public service should not only have access to the public service, but also use it in full. Otherwise, a citizen should have the right to apply to state bodies. The UK government's 2012 Public Service Openness Act states that "the public service openness policy gives citizens the right to choose information and control this process to provide them with reliable information"².

Thus, developed countries attach great importance to the flexibility of the public service to the needs of the population. Therefore, in this process, the provision of public services began to be carried out qualitatively, without unnecessary and unnecessary expenses. As a result of achieving the flexibility of the public service, conditions have been created for constant statistical monitoring of the population's demographics and taking into account the demand for public services.

Another important aspect in this area in Europe is adherence to the principle of openness and transparency in the provision of public services. This means that all aspects of the activities of state bodies, their interaction with citizens, are fully and open to everyone. Openness also includes the ability of citizens to influence the policy and quality of public services. It is necessary that the consumer of public services not only has the opportunity to receive information about the services in full, but also has the right to apply to government agencies without any difficulties in identifying proposals, complaints, and problems. In the "Opening of Public Services" section of the British government's 2012 White Paper, "the policy of openness in the provision of public services should

¹Современные тенденции развития государственного управления// https://bookonlime.ru/lecture/sovremennye-tendencii-razvitiya-gosudarstvennogo-upravleniya#_idTextAnchor000.

²Драго Р. Административная наука.-М.,1982. – С.72;

respect citizens, provide them with more choices and control, and provide them with reliable information"³.

Results

Most countries have begun to create unified information centers to expand the accessibility of public services. For example, in Canada, telephonized centers "1-800 Canada" operate, from which information about certain public services can be obtained. In 2002, the Public Services Information Center was established in Poland, which aimed to ensure that many citizens receive information about the types of public services provided⁴. Such information centers were established in all European countries.

The principles of development of modern public services in Europe have manifested themselves in improving the quality of this sphere. For these purposes, various methods have been introduced in Western countries, including the establishment of quality standards and constant monitoring of their compliance. Establishing standards is an important condition for the provision of quality public services, compliance with which improves the quality of public services, satisfies consumer needs, and ensures the development of this process.

According to former British statesman J. Sadler, in 1990, the "Citizens' Charter" was created, which defined the obligations of state enterprises providing public services to the population and the government in this area. Based on this, 40 charters were developed by ministries and departments, approved by the ministries, covering all areas where public services are provided. In each of them, public services that are convenient for the consumer are standardized. Schedules for the performance of public services for quality control have also been introduced⁵.

In Germany, the development of the system of centers for the provision of public services is carried out mainly by local authorities. In the current system of public administration, the powers to provide public services are largely vested in local authorities. According to the German constitution, legislative powers are vested in the federal government and parliament, while the majority of administrative functions are vested in regional governments.

All interaction between citizens and government bodies is carried out in local khokimiyats. In practice, state services such as civil registration, vehicle registration, most social security services, construction permits, and business registration are provided.

In order to improve the quality of public services, an expert commission was created at the federal government level in 1995, the main goal of which is to study the role of information technologies in society. In 1998, this commission announced the results of its work, in which it recommended the creation of public service centers based on the "single window" principle using information technologies, the implementation of which was noted as the most effective way to improve the quality of public and private services⁶.

Public service centers also developed rapidly in cities, towns, and districts of Germany. For example, in 1984, the first public service center was opened in Unna. In 1995, at the initiative of the mayor and the city administration, public service centers were established in Russelsheim. They mainly focused on providing services such as registration, registration, identification cards, passports, driver's licenses, and verification of crime registers.

In the population service centers, the following were organized: a foyer, an administrator's information desk; an automaton for issuing coupons for queuing; a screen indicating the queue numbers of these coupons; a photocopier for consumers; an automatic camera for passport

³Open Public Services 2012 // URL: http://files.openpublicservices.cabinetofTice.gov.uk/HMG_Open_Public_Services_web.pdf (дата обращения: 15.09.2013).

⁴Каранг: Капаров С. Г. Стандарты предоставления государственных услуг – новый этап административной реформы в Казахстане // Чиновник. 2004. № 5 (33).

⁵Садлер Дж. Повышение качества государственных услуг: опыт Великобритании // Проблемы теории и практики управления. 2000. № 3.

⁶ Services – Municipal Services//<http://www.ibts.org/services/municipal-services.html>.

photography; Customer service hall with 10 to 20 multiple window openings; working hours from 07:00 to 12:00 without days off; cash register for payment of fees; pre-registration for an appointment through the Internet or telephone service center; contact center with the possibility of obtaining document samples from the Internet⁷.

One of the principles of providing public services in foreign countries is to increase their speed, flexibility, and accessibility. This principle is implemented based on the principle of adaptability, formulated in the "Rolland Laws." It is known that the numerical, socio-economic, and age composition of the population living in a state is not always the same. Therefore, the need to increase service, convenience and flexibility, as well as its scale, is growing year by year. For example, in the current period, in most countries, the number of pensioners increased due to the decrease in births in 1946-1964. The growing number of pensioners necessitates the expansion of their services, and the need for their financing increases. At the same time, a sharp decline in the number of children aged 5-9 was observed in Great Britain in the 2000s as a result of a decline in birth rates. Simultaneously with this process, the number of children under 4 years of age began to increase. Of course, this situation has increased the requirements for the provision of public services.

Discussion

At the same time, the role and contribution of providers in the provision of public services is growing. In particular, in Great Britain, great importance was attached to the implementation of changes related to finding opportunities for the provision of public services not only by the state and large companies, but also by medium and small organizations. According to the UK government. Such changes will lead to an increase in the accessibility of public services⁸.

A new way to transfer the provision of public services to private enterprises is public-private partnership. This method became widespread in North America and Europe. Such partnership manifests itself in various forms. The simplest way is that the private sector carries out part of the provision of public services on a contractual basis. In this case, the private sector often also assumes administrative functions. The private sector receives wages based on established criteria in exchange for the services it provides.

Another complex mechanism of public-private partnership is "construction - operation (operation) - transfer" ("build - operate - transfer"): the private sector undertakes the construction and financing of the infrastructure facility, as well as its operation or operation and maintenance within a specified period.

Initially, the public-private partnership policy in Great Britain was not well received by the population. The population was concerned that the quality of public services would decrease and their cost would increase. However, the state's regulatory role and the existence of antitrust legislation had a positive impact on the development of public-private partnerships.

Another important aspect in the sphere of providing public services is the widespread use of modern information technologies. In developed countries, the concept of "e-government" has been developing. The UN notes that this is the use of the Internet for the transmission of state information and the provision of public services to citizens⁹.

The main force shaping e-government is the transition to a new stage, called the digital economy, and the information society. All European countries and the USA have achieved great success in the formation of e-government not only at the national level, but also at the interstate level (for example, "Electronic Europe" (eEurope). Currently, national informatization programs are being implemented

⁷Холопов В.А. Инновационные механизмы предоставления государственных и муниципальных услуг в зарубежных странах: сравнительный анализ// <https://wiselawyer.ru/poleznoe/77815-innovacionnye-mekhanizmy-predostavleniya-gosudarstvennykh-municipalnykh-uslug-zarubezhnykh>.

⁸Каранг:Open Public Services 2012 // URL: http://files.openpublicservices.cabinetoffice.gov.uk/HMGOOpenPublicServices_web.pdf (дата обращения: 20.09.2013).

⁹Каранг: United Nations Department of Economic and Social Affairs. United NationsE-Government Survey 2012 // URL: <http://unpan1.un.org/intradoc/groups/public/documents/un/unpan048065.pdf> (дата обращения: 23.07.2013).

in Great Britain (UK Online strategy), Canada (Government Online), Norway (eNorway), Denmark (Digital Denmark), Australia (Government Online) and other countries. In the USA, the e-Government Strategy has been adopted¹⁰.

The 2002 UN Office Benchmarking E-government: A Global Perspective - Assessing the Progress of the UN Member States study showed that the e-government development process consists of sequential stages:

- 1) initial emergence - the development of online participation of government organizations in the World Wide Web;
- 2) wide participation - the number of government websites is constantly increasing, the increase in information on them is accelerating;
- 3) interactive interaction and relationships - users will have the following opportunities: downloading various forms of official documents, receiving official emails, and organizing interaction through websites;
- 4) Transactions - users conclude various transactions and agreements (money transfers) with government agencies online;
- 5) continuous (permanent) interaction - full integration of state electronic services within administrative boundaries.

In developed countries, each country has its own approaches to the implementation of public services (see Table 1.2). For example, some countries (Belgium and Spain) have introduced unified portals for citizens and business entities to use public services when creating electronic portals. In Spain, 1,200 national and regional social service centers operate to provide public services to citizens and legal entities. In most European countries, special portals have been created for tax collection, healthcare, social security, and public procurement. In particular, in Sweden, portals are distributed according to sectors or directions: separate portals have been created in the country for tax collection, natural services, social insurance, education, employment, etc. At the same time, a single business portal has been created.

Conclusion

There are also mixed approaches to this area. In particular, in Great Britain, if previously priority was given to many special portals, then later they began to apply a policy of merging and consolidating portals. This situation significantly increased efficiency in the industry. At the same time, in some countries, national (federal), regional, and municipal portals have been combined into a single network. For example, in Germany, within the framework of the implementation of the nationwide "Germany Online" strategy, a single electronic network was created, which administratively unites municipal, Länder (countries), and federal bodies.

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¹⁰Мировой опыт создания электронного правительства//<https://pandia.ru/276876/>.

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