

PUBLIC ADMINISTRATION AS A SYSTEMIC PHENOMENON IN SOCIETY

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Abstract: The article aims to reveal the concept and principles of public administration as a systemic phenomenon in society. The main task in management is the joint activity of people, their individual groups, and organizations, ensuring coordination and interaction, and its essence is in the implementation of a control effect on particular objects. Social management is a purposeful impact on society for its improvement, preservation, improvement, and development. It consists of two types: self-regulation of society and public administration. Management is purposeful, organizing and regulating influence of people on their personal, social, collective and group life activities, which is carried out both directly in the forms of self-government and with the help of specially created structures, such as the state, public associations, parties, unions, associations, firms and other organizations.

Keywords: Law, Public administration, Organization, Society, Sociology of management.

1 Introduction

The state's activity is a wide object studied by many scientific disciplines: the theory of state and law, administrative law, political science, sociology, sociology of management, conflict management, etc. For example, political science examines the essence and patterns of the political activity of the state. Political sociology studies the social foundations of state institutions and the social conditioning of the principles, forms, and functioning methods. Legal sciences investigate the legal aspects of the functioning of state power [1-7, 24, 26, 31, 35, 37, 40, 50-54].

The sociology of management reveals the universality of self-regulation of the social system. Public administration is a multifaceted education. The subject area of public administration is outlined by the basic concepts: state, politics, public administration, and power. In this regard, the theory of public administration is political and legal science. The definition of public administration theory as a political and legal science will be incomplete if the social aspect is not considered. After all, public administration embodies the interaction of the state and society and interaction with various social system elements. The state is an institution of public (political) power and a public institution, the highest form of modern society [21]. Public administration is a functional analysis of the state, its authorities' activities as a political and legal institution for managing society, and the corresponding political, legal, and social relations [4].

Management is a purposeful impact required for coordinated joint activities of people [36, 52]. The development of society and its individual spheres is impossible without establishing and implementing laws, rules, norms, and an algorithm of its behavior. People create management for the conscious self-regulation of their life. It is of the same importance as family and property, morality and law, mode of production and the state, knowledge, and information. Governance depends on the state of society, ideals, and values. Community is an integral, complex, dynamic self-governing system, the development of which is

subject to objectively effective laws. As a complex system, society consists of subsystems of various kinds (classes and nations, professional, age and other social groups and strata, labor collectives, social organizations, etc.). It develops under the influence of social regulation mechanisms. Social regulation consists in the fact that each subsystem is in the field of ordered, organizing influences, spontaneous and conscious, on the part of society as a whole (its state and other institutions) and the effects of its self-regulation mechanisms (for example, the governing body of a public organization) [10].

The term "public management" was first used by the English civil servant Desmond Keeling in 1972. "Public administration" is the search for the best use of resources to achieve public policy's priority goals. To better reveal the content of the new concept "Public administration", let us turn to the etymology of the words "public" and "government". The concept "public" comes from the Latin word "publicus" - public, popular. The Dictionary of Foreign Words defines the concept "public" as open, vowel, public. The "New Explanatory Dictionary of Ukrainian Speech" provides several meanings of the word "public":

- This takes place in the public, people; public, vowel, open;
- Designed for widespread use; public, general, public. "To manage" comes from the Latin word for "hand."

In the new explanatory dictionary of Ukrainian speech, the word "to manage" has the following interpretation:

- To direct the activity, work of someone, something; to be at the head of someone or something;
- To require the course of a process, to influence the development, the state of something.

The specificity of public administration:

- Public administration is based on state power, supported and provided by it;
- Public administration extends to society and beyond in the sphere of international public policy. It is the state that, through legislative activity, establishes the essential, general, and typical rules (norms) of people's behavior;
- The state endows public administration with systemic quality;
- Public administration differs from the state administration. It is carried out within the supreme law's domination, thanks to the legislatively regulated and practically operating mechanism of society's control over all state authorities and local self-government [8].

Public administration is the activity of public administration subjects, regulated by laws and other regulatory legal acts, to implement laws and other regulatory legal acts by making administrative decisions, providing administrative services established bylaws. The public administration is a set of state and non-state public authority subjects, the key structural elements of which are, firstly, the executive authorities and, secondly, the executive bodies of local self-government.

The need to reform the public administration is due to the inconsistency of executive authorities' existing system and local self-government with the principles of democracy, European standards, and their excessive centralization. The reasons for this situation are:

- Ineffective organization of ministries' activities; the system of executive authorities at the central level is ineffective;
- Ineffective organization of public authorities at the regional and local levels;
- Ineffective local government and lack of parity in the relationship of a person with such bodies. Among the main tasks of the reform of public administration are the following:

- Formation of a stable and effective organization and activity of the executive branch;
- Organization of a professional, politically neutral, and open public civil service (service in the executive branch and local government);
- Creation of a system of capable local self-government;
- Strengthening the status of a citizen in relations with public administration authorities;
- Ensuring the control of the public administration of political power and society [12].

Mechanisms of public administration are special means that ensure the implementation of public administrations' regulatory impact on territorial socio-economic systems of various levels of society and ensure decent living conditions for people living in the state and citizens of the country who temporarily lives outside. The comprehensive public administrative mechanism consists of the following types of tools:

- Economic (mechanism of public administration of banking, monetary, foreign exchange, investment, innovation, credit, tax, insurance activities) [32];
- Motivational (a set of command-administrative and socio-economic incentives that induce civil servants to work highly efficiently) [12];
- Organizational (objects, subjects of public administration, their goals, objectives, functions, management methods and organizational structures, as well as the results of their functioning) [29, 42];
- Political (mechanisms for the formation of economic, social, financial, industrial policy, etc.) [18];
- Legal (regulatory support: laws, resolutions, decrees of the President, resolutions) [11].

In the context of administrative reform and market transformations in the economy, the activity of non-state formations and structures increases, are increasingly taking part in managing not only public but also state affairs in solving political, economic, and socio-cultural problems. State and public administration in their activities do not oppose each other. As types of public administration, they have a lot in common. This is due to the unity of shared interests, goals, and objectives [9, 48].

2 Literature Review

The principles of public administration are closely related to its essence. The principles identified by Peters and Pierre are classic [29]:

1. The principle of territoriality; the basis for the allocation of bodies and the establishment of their competencies is the territorial administrative division of the state, and the main problem is the decentralization of management;
2. The principle of meritocracy (the one that concerns the essence, meaning): consists in defining the standard procedures and skills that make up the essence of public administration;
3. The principle of objectivity: concentrating public administration bodies around particular objects of activity, and within the organization - concentration of employees according to this principle. The main task is to meet the needs of certain social groups;
4. The principle of functionality consists of the division of tasks between public administration subjects to achieve clearly defined goals [29].

The problem, in this case, is the definition of priority goals, and the contradiction is the dilemma between the goals of society and the goals of the administration.

In the literature, it is also quite common to highlight the universal principles of public administration. The main ones are:

- *Openness* means a dialogue with the public to set goals and objectives aimed at achieving them [14, 49];

- *Participation* involves the involvement of citizens in the process of making administrative decisions at all levels of government [8];
- *Accountability* indicates the responsibility of the authorities to be accountable to the population [16];
- *Efficiency* requires policy compliance with public needs, timeliness and efficiency of actions at the lowest possible cost [19];
- *Coherence* means the coherence of various branches and divisions of power and the actions of the government and non-governmental organizations [25].

In terms of activity, the main principles of public administration are:

- The principle of programming - the implementation of the developed activities based on programs is related to the amount of funding;
- The principle of complementarity - the public administration should intervene minimally in the life of society, acting within its powers;
- The principle of subsidiarity - the maximum possible implementation of measures by local means of administration, decentralization of the functions of public administration;
- The principle of concentration - focusing efforts on key areas of development of society following the legitimate government's political priorities [15].

Much credit for the development of this problem belongs to the classical (administrative) school, the famous representatives of which were Fayol [21], Urwick [49], and White [50].

Fayol formulated his theory of administration in 1916, convinced that the provisions and guidelines proposed by him are universal and can be applied in almost all spheres of public life: economy, government, army, etc. [13-17, 18, 19, 20, 22, 43].

Based on this definition, he identified the following management principles:

- Division of labor allows to increase the quantity and quality of the product produced at the same cost and effort;
- The right to give orders and power, which forces you to obey this order;
- Discipline and obedience, which means adherence to set rules in the relationship between the organization and its employees;
- Unity of management, according to which an employee can only give orders for any action by one chief;
- Unity of leadership, which means that a single leader and a single program are needed to implement a set of actions and operations pursuing a single goal;
- Subordination of the private interests of specific employees to the interests of the organization, and interests of individual citizens to the interests of the state;
- Equitable remuneration of personnel, designed to stimulate the diligence and initiative of employees;
- Centralization, the degree of which is determined in each case separately depending on the conditions in which specific organizations, institutions, enterprises operate;
- Rigid hierarchy of leading positions, assumes the strict implementation of orders of higher officials by subordinates;
- A clear definition of the place, authority, and functions of each employee;
- Fairness, which implies an organic combination of benevolence with legal awareness;
- The constancy of the staff, which excludes staff turnover, which is an indicator of an unfavorable state of affairs at the enterprise or institution;
- Initiative of employees;
- The unity of personnel is one of the conditions for the enterprise's viability and efficiency [6, 18, 38, 39, 45, 50].

Developing the ideas of Fayol, Urwick formulated the principles of building a formal organization, which include compliance of people with the structure; creation of a special and general staff; correlation of rights and responsibilities; control range; specialization of employees; the certainty of rights, duties, responsibilities, and relationships [30].

Fayol also identified six main groups of management functions: technical, commercial, financial, insurance, accounting, and administrative. Moreover, he rendered decisive importance to administrative procedures, believing that they carry out the tasks of developing a general program for the organization's activities, recruiting personnel, and coordinating the efforts of various departments [18].

It can be discussed that the functions of public administration are closely related to its principles. The main ones are:

- Prescriptive-regulatory – aimed at establishing the procedure for the activities of authorities, local government, public organizations of individual citizens;
- Direct provision of public services or their provision through appropriate institutions - providing the population with non-market services for budgetary funds;
- Economic and regulatory – aimed at regulating economic activity using permits, licenses, etc., as well as state participation in economic life;
- Organizational – allows you to coordinate and coordinate activities in all spheres of public life in terms of performers, deadlines, and resources;
- Management of public property - carried out for its effective use;
- Expert – consists in the examination of projects for their safety, environmental friendliness, etc.;
- Control – carried out to oversee the course of activities [18].

The functional basis of public administration is made up of administrative regulations and economic and regulatory functions [17].

3 Materials and Methods

The system of public administration in its structure covers the following components: subjects of management (management system), interaction and mutual perception (management activity/process), the public system (objects of management), that is, the spheres and branches of public life. Public administration should reflect the demands and needs of society and focus on the high-quality and efficient provision of public services to the population.

The subjects of public administration are non-state entities. These include various self-governing structures (public organizations, associations) and their bodies. They act as public administration subjects solely on their behalf to resolve issues defined by their statutory documents. Public administration in the public sphere is also carried out by self-organizing the population (house, street, quarter committees, committees of micro-districts, districts in cities, rural, township) [20].

The general systemic methodological principles of public administration in scientific theory call the main provisions, with the help of which the approach is built, and facts are explained. These are guidelines that reflect the content of laws and patterns and should be enshrined in regulatory documents and used in the scientific and practical activities of management specialists:

- 1) Priority of public policy. In this context, the concept of politics means the direction of the state's activities, the definition of principles, its goals, objectives, primary forms, and management methods. Politics serves as a form of generalization and expression of the interests and will of representatives of certain social groups or society as a whole. The political course (strategy) developed above by the authorities and administration is the most critical factor in coordinating government entities' activities at all levels.

The economic, social, cultural, scientific and technical, and other types of policies formulated by the state's central bodies serve as the basis for administrative and public administration in all its aspects.

- 2) The control system is an information system. Its activity directly depends on what information is used by the managing subject. To govern society and the state means to act with reliable, objective information. The principle of objectivity is one of the leading in the public administration system. To adhere to this principle means to proceed from the real state of affairs, not from conditional predictions; continuously analyze managerial actions, make decisions for their compliance with the state's tasks, law, and interests of the population.
- 3) The principle of saving entropy. The concept of entropy in the theory of social control denotes the degree of uncertainty of the situation. The principle of saving entropy characterizes the conditions for ordering a system. The smaller the measurement of entropy, the higher the orderliness of the social system.
- 4) The principle of least action. Its essence is the ability to select from the possible arsenal of managerial actions resulting in the minimum measurement of entropy. In other words, the transition of the object is controlled into the planned state is carried out with the least damage – orientation to the evolutionary development of social life (revolutions and coups are excluded).
- 5) Public administration is a purposeful activity. It also means the rational use of time, one of the main objective factors of social life.
- 6) Public administration is not a comprehensive activity. Its scope is limited to the self-organization of civil society.
- 7) The principle of feedback is one of the main elements of managerial subjective-objective attitude. The principle requires the managing subject constant control over how the controlled object reacts to its actions [21].

Any public administration system is functioning in a specific social environment (i.e., within a specific society and its inherent economic relations, social structure, cultural background, socio-psychological atmosphere). These factors, directly and indirectly, affect the nature of the control system's activity. The peculiarity of subjective-objective relations, the choice of the dominant model of the influence of the ruling power on society largely depends on the specific historical face of a given state's community, its historical traditions. In the historical development of society and the state, political and administrative structures have become more complex and diverse. The volume of information is growing significantly and is being processed by social public administration systems [23].

4 Results

The growing diversity of public life and state institutions and their activities necessitate strengthening social processes regulation and management. Changes are taking place related to the strengthening of regulation in public administration:

- 1) Complications and strengthening of the interrelation of problems and the expansion of the range of factors must be taken into account in developing management decisions [49].
- 2) An increase in the scale and complexity of projects and programs implemented, the significance and cost of strategic decisions, and, accordingly, the cost of possible errors [34, 51].
- 3) The growth of the size, complexity, and cost of the management apparatus itself [1-7, 28, 46, 47].
- 4) Increasing requirements for solving the issues of the efficiency of using the resources available to the authorities and administration [22].

The law of necessary diversity determines the objective possibilities (boundaries) of the governing influence on society, the historical trend of the growing diversity of social life.

The law of delimiting the centers of power and management (separation of powers into legislative, executive, and judicial) means the need for formal and actual delimitation of the functions of public power in management horizontally and vertically into relatively independent branches and levels of government. It should be carried out by various independent bodies (institutions) and require the authorities' mutual restraint, joint limitation, and mutual control. The distribution of powers and control centers does not exclude the unity of public administration and the need for one supreme government subject [24].

The law of centralization and decentralization of power and the organization's hierarchical structure is objectively necessary for public administration. Centralization is the concentration of powers and resources in the hands of a single central body. On the contrary, decentralization is the transfer of powers from top to bottom and the formation of relatively independent organizations, self-sufficient with the necessary information to implement the powers delegated to them by the supreme body [25].

The law of the consistency of the organization of public administration finds its expression in the following patterns:

- The unity of the main functions of management: forecasting and planning, informing, organizing, coordinating and regulating, activating, monitoring, summarizing and evaluating results - at all levels of public administration;
- The unity of the levels of public administration: central, regional, local self-government; the complementarity of public administration and self-government; interaction in a single process of the subjects of management, separated vertically and horizontally;
- The unity of the general and individual systems of public administration [27].

The law of self-development of the public administration system means that state structures of power and administration are being rebuilt by the needs of political and social rationality. The optimal schemes for the distribution of forces between central, regional, and local bodies are made.

5 Discussion

The system is a set of interacting elements that make up a holistic formation with new properties absent in its elements. The social management system consists of the following components:

- The management mechanism is a set of goals, principles, methods, techniques, forms, and incentives of management, the interrelated influence of which ensures the most effective development of a social group, organization, and society as a whole;
- The subject of control is a control system;
- A controlled object is a controlled system;
- Organizational structure, reflecting the composition and subordination of various elements, links, and stages of social management;
- Management cadres - employees performing management functions or contributing to their implementation; that is, they professionally participate in the management process and enter the management apparatus [26, 44, 55].

Management functions are particular types of activities expressing the directions or stages of implementing a targeted impact on people's connections and relationships in the process of the life of society and its management. The primary classification of management personnel is the classification of managers with their participation in making and implementing management decisions. On this basis, management personnel is divided into three main groups: managers, specialists, and auxiliary personnel (technical executors). Management process is an influence of management bodies and personnel on the

management object, using the selected methods to achieve the planned goals [27].

Each social system consists of two independent but interconnected subsystems: controlled and governing. The size and boundaries of the control system depend on the scale and characteristics of the controlled system. The characteristics of the object mainly determine the functioning of the subject of control [2, 41].

The main ways of realizing real democracy and effective public control are the constant improvement of the culture of the population, its rise to a higher educational level; practical self-education of the people through their participation in solving specific political problems at various levels of government; organization of a transparent electoral system that ensures real popular elections. The laws of social management are objective in nature and do not depend on people's will; on the contrary, they determine their will and consciousness (Table 1).

Table 1 – Compliance with laws and management principles

No	Control laws	Management principles	Public administration principles
1	Unity of control system.	The presence of an interconnected system of generalized formal rules and standards.	- Objectivity in terms of compliance with laws; - Legal regulation of management activities; - Compliance with the actual - full control and accounting; - Regulation of processes; - Unity of actions; - Communication; - The vision of the organization as a whole, the activities of the assigned functions; - The unity of the system of public authorities; setting standards for system elements.
2	Combination of centralization and decentralization.	- Distribution of responsibility between managers and performers; - Providing proper conditions; - Direct participation in the work of groups at all stages as a requirement of coordinated work; - Reasonable independence of subordinates; - Territorial and sectoral management organization; - Delegation of authority and responsibility; - Combination of one-person management and collegiality.	- Territorial and sectoral management organization; - Delegation of authority and responsibility; - Combination of one-man management and collegiality; - Feedback.
3	The interdependence of the object and the subject of management.	- Drawing up standards and schedules; - Providing proper conditions; - One-person management; - Subordination of their interests to common; - Feedback; - Corporate spirit; - Loyalty to workers; - Communication; - The quality of personal work; - Monitoring the state of affairs at the facility; - Participation of the facility in assessing the quality of the control action.	- Compliance with the objective laws of social development; - Compliance with the interests of the people, - Variety of specific functions; - Focus on constant renewal; - Taking into account the rate of development of managed objects in the formation of management decisions; - Ability to listen to managers and clients; - Publicity; - Democracy.
4	Compliance	- Full control and	- The relationship between

	with authority and responsibility.	accounting; - Providing proper conditions; - The relationship between power and government; - Delegation of conditions; - Standardization of operations; - One-person management; - Order; - The quality of personal work of authority and responsibility.	power and government; - Delegation of authority and responsibility; - Specification of management activities and personal responsibility.
5	Purposefulness of building and functioning of the system.	- Formulated goals; - Subordination of their interests to common; - Timely response to changes in the environment.	- Subordination of local goals to a common goal; - Contradiction of goals; - Complementarity of goals; - Consistency in achieving the entire set of goals; - Distribution of plans by functions of public administration; - Clarification of purpose when circumstances change; - Correspondence of system elements to a specific purpose.
6	The exclusive role of human creative activity in the organization.	- Application of wages as a monetary incentive; - Discipline; - Application of wages as a financial incentive; - Discipline; - Honesty in business; - High-quality operation of the control system; - Reward; - Fairness; - Staff stability; - Initiative; - An atmosphere that promotes the disclosure of the abilities of employees; - Methods of working with people that bring pleasure from work; - Ethics of business conduct; - Complexity of using management methods.	- Application of wages as a monetary incentive; - Discipline; - Application of wages as a monetary incentive; - Discipline; - Honesty in business; - High-quality operation of the control system; - Reward; - Fairness; - Staff stability; - Initiative; - An atmosphere that promotes the disclosure of the abilities of employees; - Methods of working with people that bring pleasure from work; - Ethics of business conduct; - Complexity of using management methods.

Control laws reflect the most essential, necessary, stable, and repetitive connections between the system and participants' elements in its functioning and development processes, helping to reveal their nature and internal content.

6 Conclusion

One of the state's essential activities is implementing support programs at the required level of the aggregate demand of the population, ensuring a high level of employment, servicing the social sphere, providing unique tax benefits and guarantees to investors, and the like. It should be noted that the public goods supplied by the state include:

- Services for national defense [8];
- Security agencies [17];
- Structures for preventing and eliminating the consequences of an emergency of a natural, climatic, and human-made nature [10].

They are joined by services provided by highways, health care, education, and culture. Although they can be provided through market mechanisms, they cannot fully meet public needs. These include goods and services that the market system does not intend to provide at all.

Social justice, which is one of the main functions of the state, provides a fair distribution of income and a more or less equal distribution of services, rights, and obligations. It is the state regulation of the market, the limitation of competition by the limits of law and order that can ensure social justice and lay the foundation for a more or less reliable system of social protection.

The high manufacturability of the final product and the manufacturability of the country's production is mainly determined by the national level of training of specialists of all, without exception, branches of the public economy. But the achievement of this goal is possible only if the training and advanced training of the labor force is coordinated throughout the country. It is impracticable without appropriate government influence. The state's role is significant in the formation of human capital and the development of new technologies.

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Primary Paper Section: A

Secondary Paper Section: AD, AE, AF