

The approach to the disclosure of the self-ordering phenomenon in public administration

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Abstract. The article generalizes the development directions of self-ordering mechanisms in the processes of public administration. These areas included: the implementation of the model selection and the evaluation characteristics system in the public administration system; consideration of the widespread self-ordering mechanisms in the processes of public administration (strategic planning, state policy, program-target management, state regulation, state control, sustainable development); determination of their role and place in overcoming the target, functional, structural and evolutionary disorganization; highlighting the main problematic issues of their application.

Key words: *governance, mechanisms, trends, processes, development, self-ordering.*

Problem statement

The application of the synergetic approach in the public administration processes has placed on the agenda issues of research not only on their self-organization, but also on such phenomena as self-ordering. This article attempts to highlight this issue in the context of a generalized review of the relevant mechanisms development.

Analysis of recent publications on issues. Various aspects of the application of the synergetic approach in the studies of public administration were considered in the works of V. Bakumenko, R. Voitovich, V. Martynenko, I. Oliychenko, M. Orel, A. Puhkal, N. Khokhlova, O. Chervyakova, I. Chelennyak, S. Sturgetsy and others [1-9].

The purpose of the article. The purpose of this article is to review the approach to the phenomenon of self-ordering disclosure in public administration.

The statement of basic materials. The paper summarizes the results of research on the author of self-ordering mechanisms in public administration.

Self-ordering phenomenon exposed in public administration as the development of mechanisms for self-ordering its structures and processes. The research is based on a synergistic approach. It is found out that from the content components of the synergetic approach most often refers to the self-organization of systems and processes. At the same time, another self-ordering processes are rarely considered as an important component of self factor.

The content of self-ordering mechanisms in the public administration system integrates the content of all the terms specified in the topic title. Thus, under the "development of mechanisms for self-ordering

in public administration" implied decimal actions or processes, resulting in them becoming new qualitative state of practical tools influence of public authorities through which they are able to systematically implement their inherent properties through its internal factors provide ordering the system of society and processes in it in space and in time, aimed at creating better conditions for the fulfillment of state functions.

It is shown that a generalized system of public administration is a complex system of multilevel government bodies. It was established that one of the priority tasks of ordering the system of public administration is to bring its structure into line with the functional field determined by the social needs and needs of the subject in public administration on the selected time period, and establishing a clear subordination (subject-object) and coordination (subject-subject) interaction. In the system of public administration, numerous entities of subject and object-object interaction models are constantly being implemented. For Ukraine, they are regulated by the current legislation. Typical of them are highlighted in the paper and analyzed. The basic actions in processes of such interaction are determined. It is revealed that self-ordering should be regarded as a continuous process of change, that is development. And this should be done both for structures and processes in the system of public administration. The first is connected with the formation of organizational structures and relations, as well as their institutionalization, and the second - with the functioning and development.

To analyze the state of the development of self-ordering mechanisms in the structures and processes of public administration, as well as to justify the choice of the research topic, the analysis of the national scientific heritage of public administration is carried out. Due to the large amount of material, the analysis was limited to the period 2012 - 2016. Out of a total of 776 dissertations (129 doctoral and 647 candidate dissertations), the 553 dissertation: 92 doctoral and 461 candidate dissertations, were defended from the directions of development of self-ordering mechanisms in structures and processes. The share of research in the national branch of

science "Public Administration", devoted to the mechanisms of self-ordering in the system of public administration, amounted to 71.3%, incl. 71.32% of doctoral and 71.25% of candidate's theses. The field of defense of dissertations covering all protected dissertations and formed from eight directions of development of mechanisms of self-ordering in structures and from eight directions of development of self-ordering mechanisms in public administration processes is allocated. It should be noted that in 2016 the number of defenses in general and the development of mechanisms for self-ordering decreased significantly, which, in our opinion, was caused, first of all, by significant changes in the order of defense of dissertations and the transformation of the scientific branch "Public Administration. At the same time, such situation does not allow us to fully rely on the results of the analysis to assess the relevance of the defender's theses directions and requires additional analysis involving experts from the public administration system.

The basis of the analysis is the idea that the comparison of the number of defenders of theses in separate areas in a certain period can be considered as a qualitative criterion for their relevance. Among the areas of development self-ordering mechanisms in public administration structures, the most urgent were: "reforming and / or modernizing the system of public administration (48 dissertations, including 10 doctoral and 38 candidate dissertations); improvement of the efficiency of the public administration system (35 theses, including 2 doctoral and 33 candidate's theses); institutional development at the regional and local levels of state power (24 theses, including 2 doctoral and 22 candidate's theses). Among the areas of development of self-ordering mechanisms in public administration processes, the most relevant were: state regulation and support (180 dissertations, including 21 doctoral and 159 candidate's theses); development and implementation of state policies in various social spheres and relations (101 dissertations, including 21 doctoral and 80 candidate's theses); other works devoted to the state administration of social spheres and relations (58 theses, including 15 doctoral and 43 candidate's theses).

Taking into account the direction of our research on the development of self-ordering mechanisms in the public administration system, qualitative indicators for its evaluation are defined as rapid development; moderate development; stability at a high level; stability at an average level. Moreover, such phenomena as: stability at low levels; moderate and fast recession are antipodes of development. Rapid development was observed only for the direction of "reforming and / or modernizing the public administration system", high-level stability - for the direction of "improving the efficiency of the public administration system", and stability at the medium level - for the "institutional development at the regional and local levels of state power". It is important that the topics of self-ordering in comparison with all dissertation researches in recent years confidently develop in doctoral dissertations, that is, at a level that requires more knowledge of the subject of research and a better ability to generalize them.

It is determined that self-order in the system of public administration is a complex open system, it should be viewed as the establishment of its orderly state from the initial disorder of the structures and processes of functioning and ensuring its evolutionary development (modernization, reform, transformation, prevention of crisis situations, etc.). Two main approaches to overcoming the initial disorder in the public administration are singled out, the first of which is related to the process of functioning, and the second - with its stable gradual development.

The classification of the main types of disorganization (disorderly) on the basis of target, functional, structural disorganization, as well as disorganization of the evolutionary development in the public management system is proposed. The essence is explained, models of cause and effect conditionality are given and the reasons of all types of disorganization in the public administration system are analyzed.

The review and analysis of various mechanisms of self-ordering is carried out and the modern paradigm of their development in the public administration system in Ukraine is formed. For its separation, the matrix is proposed and filled with content, the columns of which are the form and content of the

representation of basic knowledge on the development of self-ordering mechanisms in the public administration system, and level strings (eight levels) - the specification of a certain type and content of this knowledge (the essence of self-alignment, the essence of the mechanisms self-ordering development, self-ordering types, basic approaches, mechanisms, principles, criteria, priority areas of modernization). The types and peculiarities of self-ordering mechanisms implementation in subject-subject and subject-object models in processes of institutionalization, functioning and implementation of strategies of evolutionary development in the public administration system are generalized. The principles, criteria and priority directions of self-ordering in the public administration system are singled out and characterized.

The problematic issues of the development of self-ordering mechanisms in the in the public administration system in subject-subject and subject-object relations are determined. The methodological approach based on the choice of three main directions of such development, namely: institutional, functional, evolutionary. The most significant problematic issues are those that, in our view, fundamentally affect the implementation of self-ordering mechanisms in these areas of action in Ukraine.

The objective and subjective reasons for the target disorganization in the public administration system of modern Ukraine were assessed using the expert survey method. Objective reasons are divided into two groups - political and technological. A significant number of experts are of great relevance to provide political reasons for the target disorganization, in particular: political instability in the country (4.15 points); change in the political course of the country (3.9 points); lack of development strategies for the country, spheres and sectors of public relations (3.9 points); lack of national idea (3.75 points); lack of desire for changes in the population of the country (2.85 points). Among the technological reasons for the targeted lack of organization by experts, these technological backwardness from the advanced countries of the world (4.05 points); low level of innovation and creativity of the public administration system (3.7 points); inconsistency of the system's objectives with

the conditions, it was called (3.3 points); lack of sufficient resources (3.1 points); ideological gap from the advanced countries of the world (3.0 points).

Among the subjective reasons for the target disorganization are identified: inefficiency planning (4.15 points); low motivation of the staff in public administration (3.95 points); unclear definition of priority tasks (3.88 points); lack of desire for changes in the political leadership of the country (3.85 points); inefficient communication (3.6 points); insufficient interaction between management objects (3.5 points); irrational organization of organizational relations (3.45 points); insufficient staff training (3.4 points); weakened control (3.15 points); inadequate readiness of management objects in the implementation of tasks (3.1 points).

According to the results of the evaluation of the state of self-ordering mechanisms in the public administration system in modern Ukraine, it has been established that the prospect of the development of this system is seen only in its complex reformation by introducing certain strategic changes in structure and functions. The most appreciated experts received: the functional strategy "orientation towards the provision of services aimed at consumers' needs" (3,05 points); functional strategy "responsibility for results (the success of management is determined by the results for consumers of public services)" (2,9 points); structural strategy "decentralization (shift of the center of program implementation to lower levels of management system)" (2.85 points). At the same time, it should be noted that all strategies are not very high and their ratings are scattered in a rather small range from 2.75 to 3.05 points..

Among the experts identified as the main mechanisms of administrative reform: ensuring real independence (functional and financial) of the judiciary (4.6 points); the exclusion of functions duplication of executive authorities (4,35 points); elimination of functions duplication of executive authorities and local self-government (4.2 points); the distinction between political and administrative positions (4.2 points); a clear definition of the duties and powers of the respective state authorities, their structural divisions and individual officials (4,35 points).

The results of expert evaluation of the needs for the development of the main self-ordering functional mechanisms in the modern system of public administration in Ukraine are obtained, among them: resource allocation (average score of 4.43 points); planning (average score 4.2); scientific and analytical support (average score 4.15 points). In general, we have a low rating by the experts of the need to develop institutional mechanisms for the self-ordering of the modern system in public administration in Ukraine (average index of 3.4 points, in the range of 3.0 to 4.0).

It is established that the ability of the public administration system to effectively self-order to adequately respond to environmental circumstances is not so much structural or functional reform as in the ability to flexibly apply government mechanisms that are accessible to the system. Experts' assessments, in general, confirmed that the directions of reforms identified in Ukraine are correct, but their successful implementation depends on the correct choice of the mechanisms for reform itself. Among the problematic issues of reforming modern Ukraine are: inconsistency of the directions and tasks of the reforms, incomprehensibility and validity of the expected results (4.5 points), lack of sufficient resources for conducting and successful completion of reforms (4.5 points) objectivity of public policy assessment (4.25 points) complex and systematic implementation of reforms (4.2 points).

In the context of the development of self-ordering mechanisms in the public administration system, a number of model approaches have been proposed that represent a schematic representation of approaches using certain models. The model-approach to administrative reform of the public administration system is provided and described, it provides a sequence of the following stages: certain actions, occurrence of certain problems, choice of measures for their solution, identification and analysis of hypothetical problems to the next stage. The model-approach to forecasting the results of the public administration reform has been formed, both at each stage (improving the investment climate, increasing the efficiency of budget expenditures, improving the

competitiveness of the economy, ensuring the growth of the quality of life of the population, ensuring its security, strengthening public consent, improving government control); and reform in general. The model-approach to establishing the institutional structure for ensuring reform and further self-ordering of the public administration system in Ukraine is provided, which provides for the leading role of the special government body in providing organizational arrangements, coordinating scientific and analytical support and monitoring the results of the reform.

To overcome evolutionary disorganization, four possible strategies have been identified: "hole punching", "expedient necessity", "proceeding from the needs of social life" and "advanced management". The first strategy is the easiest and most natural. This is the evolutionary development of the public administration system in Ukraine with the overcoming of its constantly arising problems on the principle of "patching of holes". The second strategy - provides for the evolutionary development of the public administration system in Ukraine, based on its current state, with a focus on the modern European level requirements for such systems and the quality of their characteristics. The third strategy is the evolutionary development of the public administration system in Ukraine, proceeding from the needs of social life, focusing on the development of society, of all its spheres, branches, regions, territories and relations on the basis of the principle "strategy defines the structure". The fourth strategy is the evolutionary development of the public administration system in Ukraine on the basis of the principle of "advanced management", that is, with the constant tracking of new trends both in the public administration systems of the advanced countries of the world and the needs of the

domestic public administration and the introduction of appropriate changes in its own model of the public administration system and practice of its application. This innovation strategy requires a lot of forecasting and analytical work, substantial information and scientific support and the organization of public-management experiments. The first and second strategies for overcoming evolutionary disorganization are actively being implemented in Ukraine. There is a transition to the third of them, which is due to the implementation of the path of European integration. At the same time, it is now necessary to prepare the country for the implementation of an innovative strategy with the ideology of advanced development.

It is noted that the system of public administration should not only respond to the challenges of the time, but also forecast future needs, be ready not only to respond quickly to socio-economic changes, but also to program them. Certain hopes are pervaded by a change in the nature of the political regime and its official orientation toward Western-style reforms typical of the new countries of the European Union. Therefore, the prospect of further scientific research in the context of a specific task, in our opinion, consists in: developing and substantiating effective mechanisms for predicting, forecasting, programming, and evaluating the ability of the public administration system to effectively self-order; further improvement of approaches, principles, methods and models of the state personnel policy on the basis of processes and aspects of self-ordering in the system of public administration; emphasis on the introduction of more flexible coordination mechanisms associated with the standardization of norms, processes and results.

Conclusion

The article summarizes the results of the study of the phenomenon of self-ordering in the public administration system as the development of the corresponding mechanisms by its structures and processes. The essence of this phenomenon is revealed. An analysis of the scientific heritage on the development of self-ordering mechanisms in the structures and processes of public administration is carried out. The most relevant areas of research are identified. Types of disorder, in particular target, functional, institutional, evolutionary, are defined and classified. The causes of their occurrence are established. A number of means for overcoming it have been proposed, in particular certain model-approaches and a set of strategies. The prospects for further research are outlined.

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