

УДК 321.1+351
JEL D78, H12, H83

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GOVERNANCE AND PUBLIC ADMINISTRATION

Topicality. The processes of the reforming and transforming of the state administration system in the country, which have been going on for more than a quarter of a century and do not lead to a significant increase in the level of well-being and do not allow to achieve even the values of indicators of socio-economic development of the 1991th year's level, determine the relevance of the development of conceptual and scientific- methodological approaches to the organization of management system and public administration in the national economy. The main conceptual idea is to determine the direction of further socio-economic development of society and to regulate the transformation of the national economy management system on the basis of the prevalence of the actual significance and effectiveness of the system of state administration over the fact of its functioning for the sake of its own existence.

Aim and tasks. The purpose of the article is to determine the conceptual framework for the regulation of transformation processes in the system of public administration and management in order to effectively influence the changes in national economic system and facilitate its restructuring from the raw material type to the economic system oriented on creation of the maximum possible value added.

Research results. The interrelation and interdependency of the power and the system of public administration are analysed. It is defined the character and degree of influence of civil society on political and socio-economical processes which take place in the state. The essence of problems of real democratization processes in society reducing and the emphasis on arising threats that are caused by alignment of the reform processes and the failure of the tasks fulfill for the transformation of the economic system are analyzed and solved. The threat of curtailment of the processes of democratization and attainment of objects of radical socio-economical reforms going on in the country are emphasized. The specific measures on forming of civil society as an active state governor and on creation of effective system of public administration and regulation are justified and proposed. The appropriateness and validity of the proposed regulatory measures has been proved.

Conclusions. It is established that one of the necessary and priority tasks is to maintain and create conditions for the rise of civil society sprouts in our country and for developed civil society establishment, which will become the basis and the key to successful implementation of the public administration reform, and will facilitate the efficiency of state power, will increase the welfare of the population. It is also necessary to support political will and aspirations of political elites to build an effective national economic system.

Key words: governance, public administration, civil society, self-organizing society, democratization, political and socio-economical processes, economic system.

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ВЛАДА ТА ДЕРЖАВНЕ УПРАВЛІННЯ

Актуальність. Процеси реформування і трансформації системи державного управління в країні, які тривають вже більш ніж чверть сторіччя і не призводять до суттєвого підвищення рівня добробуту та не дозволяють досягти, навіть, значень показників соціально-економічного розвитку рівня 1991 року, визначають актуальність теми розробки концептуальних і науково-методологічних положень щодо організації системи управління та публічного адміністрування в національній економічній системі. Головною концептуальною ідеєю є визначення напрямку подальшого соціально-економічного розвитку суспільства та регулювання трансформації системи управління національною економікою на засадах превалювання фактичної значущості і результативності системи державного управління над фактом її функціонування заради власного існування.

Мета та завдання. Метою статті є визначення концептуальних засад регулювання трансформаційних процесів в системі державного управління та адміністрування заради провадження ефективного впливу на національну економічну систему і сприяння її перебудові з сировинного типу до господарської системи, орієнтованої на створення максимально можливої доданої вартості.

Результати. Взаємні зв'язки та елементи підпорядкування в сучасній системі організації державної влади та управління економічним розвитком, суспільного адміністрування проаналізовані. Визначено характер та ступінь впливу сучасного суспільства на систему державної влади та на розвиток національного комплексу господарювання. Проаналізовано та розкрито сутність проблем скорочення процесів реальної демократизації в суспільстві та акцентовано на загрозах, які виникають в результаті уповільнення реформаційних процесів в виконання поставлених завдань щодо трансформації економічної системи. Запропоновані актуальні специфічні заходи щодо формування громадянського суспільства як активного учасника процесів реформування систем державного управління та адміністрування. Доведено доречність і обґрунтованість пропонуваних регуляторних заходів.

Висновки. Встановлено, що необхідним і першочерговим завданням є створення умов підтримки проявів демократії та розвинутого громадянського суспільства, які стануть основою і запорукою для успішної реалізації реформи державного управління, для підвищення ефективності державної влади, зростання добробуту населення. Необхідними також є підтримка політичної волі та прагнень до політичних еліт щодо розбудови ефективної національної системи господарювання.

Ключові слова: державне управління, громадянське суспільство, громадська самоорганізація, демократизація, політичні та соціально-економічні процеси, економічна система.

Problem statement and its connection with important scientific and practical tasks. For more than a quarter of a century, as the authorities assure, the radical socio-economical reforms are going on in the country, amendments are made to the Constitution of Ukraine (the functions of supreme governing bodies are being reduced and renewed) and every year hundreds of state laws are being adopted, then specified or abrogated. The government changes with periodicity of once a year and a half.

But however paradoxical it is, in spite of all the measures taken, Ukraine could not make the main macroeconomic indices of its development level in 1991 as the beginning of radical economic reforms. Here there is a stable process of transformation from the world-widely recognized state with industrially developed economy into a country as a «raw material appendage» of transnational corporations. The corruption, demography problems and growth of poverty ran through the country and society with metastases of deep depression and distrust to the authorities.

There is no doubt that by force of inexorable (not revoked by anybody and anything) dialectics of social development all the processes accompanying the lives of both the society as a whole and individual depend essentially and exactly on the authorities and administration realized by them.

Analysis of recent publications on the problem. The power is the «main violin» in the processes of production, distribution and exchange, attitude to property, social status, employment and approaches to public administration and regulation.

The above mentioned arguments and conclusions are fully confirmed by V.F.Khalipov who has scrutinized the history and theory of power in his numerous publications. He substantiated the concept of cratology, science of governance [1], and convincingly proves in one of his books that «The governance is truly the largest social phenomenon, unique object, generation and creation of man and society, fruit of the human mind, exceptional non-material object, in its turn, expressing its influence in the fates of society and concrete citizen clearly, visually, appreciably and materially ...» [2].

Working out in detail this determination E. Toffler concludes: «The governance is an inevitable part of work process and this is the truth for all the economical systems such as capitalistic, socialistic and in general whatever it was [3].

It is logical that every country should be seeking to create a balanced and effective power system which is able to protect its national interests, become an engine of social progress and present it as a management system and management as the power [4]. Any power does its functioning just through management process.

Allocation of previously unsolved parts of the general problem. Undoubtedly, there can be a lot of variations in this process but the essence remains one: or the government controls social processes, consciousness and activity of the people, either it evades the given predestination, becomes «thing in itself and for itself» and is engaged in scarcely meaningful self-affirmation of every «I» with all logically ensuing consequences.

Formulation of research objectives (problem statement). The dependence of public administration on the power is always remaining; this dependence is deep and definite. So, the society should take a different approach to its own power, its subjects and specific persons who are in them and make them turn to problems of public administration and be engaged in them continuously, professionally and effectively. All these problems can be solved; the main thing is in its comprehension, attachment to the specific conditions of development and real desire of the decision-makers to solve them.

The concept of the power is one of central ones practically in all the spheres of social life. It gives a clue to understanding of socio-economical, political and civil processes and the essence of state policy and influence of various branches of power on character of socio-economical transformations and trajectory of development of the country as well.

Outline of the main results and their justification.

The authorities and its subjects are always responsible for state of the country and society and standard of living of those people who have given them that right being thus within their power [1].

Unfortunately, for all years of infinite and unsuccessful reforms none of the powers that be was answerable to the society and the law for results of their activity [2]. And what is more, having come into power and facing a choice how to own, use and dispose of resources of the country, for what purposes (for personal enrichment and personal consumption or for development of the country, growth of material well-being and spiritual level of specific persons and society as a whole) they had the first version as a single choice. Hence, there is that sad state in which the state, society and specific persons are.

But any analysis of any section of history and any events in many countries in the world show that as soon as the choice was fixed upon the second version (when the vector of management is directed at the care for development of controllable objects and reproductive processes) the resources were right away found which, in addition, increased, creative socio-psychological situation arose in the unions of people and new ideas, forms and methods of work, new products and technologies of production occurred. And vice versa, once the subjects of power retreat into themselves, are busy putting their well-being in order as well as team members who have come to power have only to make their self-enrichment the shortage of resources and inability to anything occur at once, displeasure and discord appear in the society, there is an imitation of the «tops» is going on by hierarchy and in the end the state «fails».

Our country that has no many years of experience of state construction, solid democratic traditions when taking the path of creating an independent modern state has started construction from scratch. The Ukrainian reformers of the middle of the 90ties saw the main problem in «the artificial barriers» of totalitarian order and hoped that as soon as they will be removed the conditions of forming of civil democratic society with its market attributes, partnerships between social groups will appear in itself and a balanced democratic power system will work on principles of division of power branches into legislative, executive and judicial. Wherein, centuries-old experience of the majority of countries in the world proves and that is self-evident that in the transitional stages, in the situations of chaos, revolutions and systemic crisis imperious powers of the state in the management and regulation of going social processes come to the fore. In these times the people are deprived of possibility to live in an old management heritage and are obliged to create the new social mechanisms and institutions. This social creativity in the field of imperious relations is the policy.

Dominating in this process of policy over other spheres in the crisis periods of life in the country is conditioned by the functions of state power: first of all, to serve as a means of union and prevention of centrifugal tendencies and take an active part in the creation of institutional structures called for consolidating the achieved level of orderliness in the country. These are power and state.

But total retreat of the state and power as a subject of management of the social processes in our country in the transitional period cleared the way not to partnerships and construction of modern independent democratic state but to relations of social destruction, almost total fraud, corruption and violence. The regular change of state system forms could not stop that destroying process.

For years of independency we experienced practically all existing forms of democratic state system such as a parliamentary, presidential-parliamentary, presidential, parliamentary-presidential, presidential and parliamentary-presidential republic once again. The periods of Kravchuk's and Kuchma's ochlocracy, then Yushchenko's chaos and Yanukovich's clan-feudal period have passed. The country digested the results of the two Maidans which became world-widely famous ones. For these years the democratic institutions have

appeared (in fact, as decorations) but as a result the country obtained not democracy but now prospering rattling mixture of anarchy and oligarchic democracy.

And it's not at all in the specificity of Ukrainian society neither in the peculiarities of Ukrainian mentality («where two Ukrainians there are three hetmans») nor in the historical conditions of formation (from Kyivska Rus to the UkSSR in the USSR), in the model of thinking («if I do not eat then bite») and behavior («my hut in the edge, I do not know anything») as some homegrown political scientists and bankrupted politicians who have passed the corridors of power used to affirm.

In my opinion, the reason is, first of all, in the inactivity of the authorities regarding the forming of civil society institutions, lack of purposeful policy on transformation of inhabitants into the citizens of the country, thoughtless and blind imitation of experience in other countries and failure to understand the simple truth by the authority that it is impossible to create in an artificial way that which appears in a natural way in the process of self-organization. All these fateful errors of the powers that be in the construction of modern independent state coupled with the specificity and mentality of Ukrainian society lead to the fact that the representatives of clan interests and oligarchic groups, «variety performers» as populists or even citizens of a dubious reputation stand at the helms of the power in the country.

As in the Constitution currently in force there are neither references for possibility of appearance of described situation nor legislatively consolidated mechanism such as impeachment of the President, holding of national referendums, recall of people's deputies and other measures the society is unable to adequately respond to the situation arisen in the country within the law. Hence, appear Ukrainian world-widely famous Maidans.

The socio-political situation which has appeared in the country for the years of construction of our independent state sets the society the extraordinary tasks. These are prevention from disintegrating the country, neutralization of separatist tendencies in some regions and overcoming of a certain bizzare if not problematical character of mutual relations between separate branches of power, centre and some territorial formations. The versions of its solving are proposed in a great number.

Some consider that Ukraine doesn't become a prosperous country without democracy of western pattern.

For others it is quite permissible to infringe democratic values substituting them for «light» authoritarianism for the sake of attaining the objects such as spreading of liberalism, defeat of communism, seizure of state property they liked, maintenance of their own powers etc.

There are many people who think that Ukraine needs a certain authoritarian and democratic version such as democracy for elite and forced democratic authoritarianism for the others.

At the same time the research of scientists and analysts who study the experience of formation and development of successful countries established that market relations are not based on natural self-organizing state but on legal and administrative ones. Only the right «pacifies» efforts of the «strong» and puts them into the situation when they only can get the desired entering the relations of partnership exchange with others. The value and formation of partnership are not given from birth and are not included in the genetic program of «natural human» and civil society but arise from the experience of legal state. Therefore, liberal principle «minimum of state» needs specifying interpretation, i.e. legal management vigilance of state and authority that control the implementation of game rules is needed for maintenance of normal partnerships in the society.

Thus, the state that represents a mechanism of social management and civil society that is as a mechanism of social self-organization are the unique political system of society.

The main problem existing in the country on the way to the formation of democratic effective state is one of a lack of correspondence of political system level of the country to the social development.

All the complication of society evolution in the solving of this problem is due to the immaturity of institutions of civil society in our country. It is impossible to create them in an artificial way, under pressure of the authorities. So, for instance, the purposeful forming of political parties and blocs for the upcoming elections as directed by the «top» or by the will of the oligarchs is a senseless matter creating the next Potemkin village but not democracy. The ensuring of favorable social, political, ideological and organizational conditions for its self-appearance is another matter. This is a real step in the direction of formation of the civil society. Or, as another example the assignment by the decrees of the President of the managers of regional state and district state administrations is not democracy, this is a system of country management through the formal and bureaucratic Secretariat of President's Administration.

It is clear that objectively developing democratization process, foundation of civil society will overstep the limits of the Constitution currently in force and this will need its change. Our Basic Law in the existing form has no «second half» which should be finished in writing. The necessary functions of civil society are not reflected in it, therefore, there are no sound conditions created for its forming. For instance, citizens have a legal constitutional right to form government authorities directly. However, they are essentially deprived of so legal a right to influence on decisions of the authorities elected by themselves. The management chain is thereby broken because the feedback is cut off and the society is deprived of control on power actions.

Under the established political and economical conditions the country is badly in need of active movement towards the creation of democratic system. The solving of this problem is connected, on the one hand, with strengthening of statehood (but not authoritarianism or full and thoughtless decentralization) and, on the other hand, with creation of conditions for self-development of civil society and natural creation of effective management system that supposes mutual management of state and power and society.

There is no doubt that it will take a long time which is almost no longer left in our concrete socio-economical situation. In this connection, there is a need to create special institutions that represent civil society and are outlined in the Constitution of Ukraine. It should be considered that beginning from the mid 90s of the last century in many countries there is a renaissance of elitism which appears in two manifestations such as elitism as an alternative of democracy and «democratic elitism». The supporters of this trend affirm that overwhelming majority of citizens do not show interest in the policy and do not form it. Their knowledge is superficial and political participation only comes to the participation in the elections. Due to their «unpreparedness» the masses do not have to take upon themselves the functions of society management. They are a passive object of management, authoritarian management. As a result, elite creates an alienation mechanism of the people from authority affirming that there is no other day.

In our country such processes assume a stable and dynamic character. As shown by sociological surveys about 65% of persons participating in them are sure that political decisions and matters of socio-economical development of the country are solved without any their participation. They learn about their decision and legislative fixation from newspapers, television and Internet. One part of Ukrainian elite is watchfully attentive to attempts to create an effective system of public administration and the other part of elite takes efforts on improving the system of public administration. One of the main factors that block the creation of democratic system is laid in the confrontation between a part of elite and the state and in the split of elite.

However, the Ukrainian systemic elite as a social and spiritual guidance of urgent democratic transformations, which represents the interests of civil society, had not yet taken place. But this elite, though imperfect, has today growth dynamics and it is necessary to contribute to that process. It is realized in two following directions: as a political opposition and control in respect of state power currently in force and as an educational function, consolidation and forming of civility and social activity regarding the society. Being self-organized the society acquires the very political specificity that keeps it intact and at the same time assures an advancement in the direction of building of the democratic system of public administration.

It is necessary to evaluate the results of the functioning of public administration system by criterions and standards to which the control object in the course of management effects is brought. This is one of the most complicated problems of management theory and practices.

The stability of regime in the country, extent of civil rights and liberties and observation of moral norms are more often considered as criterions of political system development. Such criterions are vague enough and need, in its turn, other criterions for its own substantiation.

For example, the human aspiration for his own essence is due to the freedom of his potential realization. O. Shabrov proposed the formula of freedom comprehension as the essence of identity [5, p.77-78].

As example, the deepest motive of human activity in the aspiration of identity. If the liberty as an sensation of identity is supplemented with interpretation of this understanding given by R. Aron «Freedom from» and «Freedom for» [6, p.135] it will be possible to determine the most general criterion, standard of state and society, i. e. creation of conditions for human liberation and his self-realization.

This criterion in its essence is not innovative but at the same time it allows to build the hierarchy of benchmarks appearing when interacting and self-organizing. It deals that when passing the management to

mega-, macro-, microlevel and back the «human» criterions but not social and natural ones should be as standards of management.

The chosen criterion of management activity requires that values of social development directly connected with the human would have to dominate when taking management decisions. The economy should develop in the direction of contribution to flowering of personality. The same thing concerns the policy and spiritual production. The high dynamics of economical growth for the sake of the economy, reproduction by the state and power of themselves for the sake of themselves, production of information, knowledge, senses and images that remain unclaimed and lie dead on the library or shop shelves.

Conclusions and perspectives of further research. It is necessary, first of all, to maintain and create the conditions for development of civil society sprouts in our country in order to reform successfully the state management system, increase of power efficiency, rise in well-being of concrete persons and society as a whole and their safety. The political will and aspirations and management abilities of political elite are needed. And many other things such as free press that is not afraid of criticizing the authorities, political opposition, businesses participating in the policy and financing both of opposition and free press and courts solving problems according to the law. The formation process of the phenomenon of civil society in our country so far is in embryo but just it will be able in the future to serve as an index of correctness of the taken management decisions safeguarding human interests as its main motive.

The public administration in general is carried out in an institutional form by apparatuses of state bodies and institutions of legislative, executive and legal authority.

The civil control is realized in no institutional form as functions of the structures of civil society, political parties, social organizations of all kinds, mass media, participation of citizens in the elections and referenda and citizens' appeals.

All the above mentioned factors and sources of public administration effectiveness will start working effectively and productively when they represent a management system and not a collection of casual links or conflicting interests and are interacted with various management systems.

At the same time it is necessary to remember the words of Winston Churchill: «Responsibility is the value we pay for power». We are all the society, the people of Ukraine, single bearer of legitimate and true power in the country who must and are obliged to sense on ourselves the responsibility for our state when electing the power.

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