

Realization of public administration in the modern conditions of social development

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Abstract. Within the framework of this article the theoretical and methodological analysis of the implementation of public administration in the modern conditions of social development was carried out, on the basis of this identity the public administration as a system of cooperation of state, non-state, private and mixed structures that serve the realization of the interests of society is identified; It has been shown that public administration by ensuring the creation of a public-state system of government organization is a fundamental institution for providing quality management services; various theoretical and practical constructs of identification of the content of public administration in the context of methodologically determined interaction of state administration, state management, public and state policy are articulated, the gnostic expediency of a thorough analysis of modern conditions of development of public administration, which serves as a mobilization factor for its genetic change in the postmodern age, has been proved.

Keywords: administration, public administration, rationalization of public administration, public policy, state policy, public administration, public management, social development, institutional changes, political and administrative relations, political and legal systems.

1. The problem statement in general form and its relation with important scientific or practical tasks

The implementation of public administration in modern conditions of social development preconditions the expediency of a deep terminological conceptualization of relevant concepts, which ensure its structural-functional and organizational statics and dynamics. This directly raises issues concerning the nature and content of the relevant categories and concepts that reveal the gnosticism of public administration within contemporary humanities. It should be noted that the research practice of public administration as a separate area of scientific knowledge has not yet acquired the proper methodological justification, as a result its status as a science and subject gnostic system deprived of proper research identification. In most scientific concepts and approaches, this led to certain author and subjectivist constructs in identifying the essence of public administration, drawing on a developed world-wide interpretation of "political and administrative trends" and state-government models. Such a methodological context made it expedient to articulate significant crossover questions about the methodology of identifying the essence of public administration, state governance, state management, state and public policy, and even social governance and political analytics.

2. Selection of previously unresolved parts of the general problem addressed by the article

In response to issues raised in administrative science regarding the definition of the essence of public administration, most scholars were almost unanimous in identifying the elements of description of structure, explanation and understanding, as well as application within the relevant political and legal systems. This indicates the formation of a certain methodological standardization for the development of conceptual notional categories that reveal the essence and specificity of the functioning of the sphere of public administration. First of all, we should also take into account the constant that public administration is a separate scientific area, which has its own autonomous research fields, including: "state management, which includes operational and administrative aspects of the functioning of state bodies, including civil service; analytics of state programs and policies (state policy), strategic planning, regulatory impact assessment; interaction of the state and citizens (public affairs), lobbying and business relations with state and municipal bodies (government relations, GR) "[1, p.301]. On the basis of this, it seems possible to recognize in public

administration the interdisciplinary construction of theoretical compilations to put them into practice in public policy making.

3. Analysis of the latest research and publications where the problem solution is laid the foundation and which the author relies on

A peculiar methodological extension to the above concept is the identification of public administration, elaborated by J.M. Pfifner and R. Presthus, who understand it as "powerful managerial influence on management objects (social relations and their participants, processes, phenomena), which are implemented by subjects of such management, in the role of the state and the bodies and persons authorized by it" [2, p.37]. In this way, it characterizes public administration as a complex organization of state-public and public-private relations that are formed within the public space of the modern state. In this respect, public administration comes in the form of a "complex structured network of human relations and related activities that are being implemented, on behalf of state authorities and individual grassroots individuals in such a system involving the use of all resources, natural and human, as well as all other aspects of society life which the state is interested or involved in" [2, p.40].

Of considerable interest in this study is also the concept of identification of public administration, elaborated by D. Rosenbloom, who understands under it the system of roles and role relationships that lie in the plane of the structural and functional sphere of public activity of the state. Based on this, public administration envisages "managing the organization and direction of human and material resources to achieve the desired goals. On this basis, the scientist tends to use the concept of public administration, which quite clearly symbolizes the sphere of public activity of the state. Following this methodological logic, under public administration, he understands "the use of administrative, legal and political theories and processes to implement legislative, executive and judicial state mandates for the purpose of normative and service to society as a whole or in separate segments of it" [3, p.77]. This approach actually demonstrates the methodological identification of the concepts of public and state administration, limiting the scope of public - the implementation of public functions of the state.

Continuing this research logic of public administration identification, the approach of D. Waldo was elaborated, which understood it as the art and science of management in the field of state management. On this basis, the structural and functional role in legitimizing the sphere of public administration is played by the law, which provides high efficiency of functioning of public administration, structurally aimed at ensuring the stable life of society. In this way, the scientist comes to the gnostic necessity to identify the notion of public administration and state management, meaning "the activity of state authorities in the exercise of their powers in the field of socio-economic development of the state and ensure its national security" [4, p.177].

Almost such a theoretical segment of the identification of the content of public administration is permeated by the concept of G. Simon, who also comes to the necessity for a methodological identification of public administration and state management as technocratically similar constructions in practical terms. Such a concept is also conditioned by the methodological depth and breadth of public administration in the direction of its functional focus on the realization of universal interests and needs of society. Thus, the scientist assumes that the concept of "public administration" is characterized by high polysemy (multiple meaning), which manifests itself in the design of the breadth of its consideration. That is why he proposed a multi-vector construction of the definition of public administration, which in a semantic and functional sense correlates with the traditional context of understanding of public administration. On this basis, he proposed precisely such definitions of public administration as: 1) public administration in a broad sense, encompassing all the activities of the state and understood as the mechanism and process of functioning of the whole state as a whole and its higher bodies of state power, including the exercise of their powers, their interaction, mutual balances and mutual restraints (the principle of separation of powers), that is, the sphere of public administration in this sense is equivalent to the sphere of activity of the state, and public administration is implemented by the whole state as a whole or its higher bodies of state power; 2) public administration as a mechanism and process of functioning, administrative activity of the system of bodies of executive power and its separate segments, separate state bodies, or public administration as the implementation of public administrative functions in a certain field of public relations (for example in the sphere of sports) or in a group of such spheres; 3) public administration at a level which is characterized by the concept of "human factor", since the implementation of public administration is carried out with assistance of organized efforts of different persons in public office, including one specifically empowered state-managerial authority [5, p.390]. In view of this, the Gnostic essence of public administration in a methodological sense combines these three contexts of its identification, which allows to identify its complex nature and the "system of functional coordinates" according to its organization and implementation takes place.

Purposes formulation of the article (setting of the task). The purpose of this article is to carry out a theoretical and methodological analysis of the implementation of public administration in modern conditions of social development. Achieving this goal leads to the solution of relevant tasks, namely: to identify the essence of public administration as a system of cooperation of public, non-state, private and mixed structures that serve the realization of the interests of society; to characterize public administration as a fundamental institution for the provision of quality management services; articulate different constructs of identification of public administration content in the context of methodologically determined interaction of public administration, public management, public and state policy; to analyze the current conditions of development of public administration and its genetic change in the postmodern era.

4. Statement of basic materials of the research with full justification of scientific results

It is worth noting that the vast majority of current research approaches in the context of identifying the essence of public administration are based on the expediency of methodological autonomy of the term. This, according to G. Garson, is directly due to the fact that "at the present stage of society's development, public administration is a system of interaction of three basic elements of society: state-governmental structures, representatives of the business community and members of non-profit public organizations" [6, p.77]. On this basis, the concept of public administration symbolizes the mechanism of uniting "various forms of socio-political and economic interaction between official management structures, representatives of private business and members of non-governmental organizations. On this basis, the concept of public administration symbolizes the mechanism of uniting "various forms of socio-political and economic interaction between official management structures, representatives of private business and public non-profit associations concerning the rational use of socio-economic resources "[6, p.83]. An important role in ensuring the functioning of public administration is played by a society that is empowered to ensure the openness of state management, and therefore this demonstrates a certain methodological polarity between public and state administration, which is disputed by most scholars. It is said that state administration is an autonomous and functionally autonomous sphere of the state, when public administration is not able to acquire the corresponding structural and functional potential, with absence of active role of the civil in the processes of organizing the activity of public power.

A similar contextual series on the theoretical identification of the essence of the concept of "public administration" has been extended in P.Oquain's concept, who proposes to understand it as "an independent type of activity of state authorities, on its basis a system of management of society is established, which corresponds to the principles of transparency in the management process, which allows members of society to be involved in addressing issues of national importance "[7, p.117]. On this basis, scientist elaborated the main stages of the process of development of public administration within the framework of state-civil relations. These include: 1) public administration as a set of official structures of government with a clear hierarchy between governing bodies; 2) management focused on increasing the efficiency of resource use, depending on the peculiarities of market relations, which is accompanied by the expansion of the private sector of the economy and the reduction of the share of state property in the economy; 3) the focus of public regulation on the results of public-private partnerships; 4) governance as a system of policy values with their assistance the rational management of economic, social and political components of social life takes place [7, p.119].

In the context of identifying methodological autonomy of public administration content, the concept of I.V. Ponkin is of great interest, within it he understands, under public administration, any activity (legislative, enforceable, organizational, controlling bodies of state power that allows them to exercise a system of power over system of social relations "[8, p.403]. Based on this context of understanding of public administration, its main feature should be the observance of constitutional norms that meet the conditions of political regime and correlated with real social needs which society makes to it. In accordance with this logic, a scientist under public administration understands "the influence of the subject of management (bodies of state (municipal) power) on the object of management (certain social relations) in cooperation with representatives of business structures, non-profit non-governmental organizations and other persons interested in the results of effective decisions taken by the representatives of governmental structures "[8, p.415].

An important role in the context of the identification of modern research approaches to the identification of the essence of public administration belongs to M.Hairy, who proposed to understand it as "a system of cooperation of state, municipal, non-commercial and mixed structures, designed to ensure the satisfaction of public interests and address collective problems" [9]. 177]. In this respect, public administration is a fundamental tool of integrative union of activities of state, municipal and non-governmental structures, which ensure the formation and implementation of a social-state system that serves the realization of the interests of society. That is why, according to the scientist, the

functional construct of public administration should always take into account the autonomy of the individual, which involves creating the maximum opportunity for him to make his own choices. Therefore, in the field of public administration, an important role is played by the level of establishment of feedback interaction between its subjects, which ensure the appropriate management decisions. In this way, according to the scientist, public administration is based on strategic consideration of such components as: «1) interest groups (various public foundations, trade unions, ethnic, youth and other organizations with specific interests, parliamentary lobbies, etc.); 2) relations directly related to citizens (taxation, law-making and law enforcement, preparation and implementation of social programs); 3) relationships with commercial enterprises (their legal regulation, public-private partnership, etc.) »[9, p.183]. Such a methodological organics of public administration, based on a conglomerate of relevant relations between certain subjects of public relations, also envisages the introduction of political activity as a tool to reach and retain power potential.

In addition to the above identification of public administration, A.Waerd elaborates his theoretical construct of public administration, which takes into account the context of political activity as an organic condition for the stable functioning of the sphere of public administration. In this context, under public administration, he understands not only the administrative but also the political process, which entails a particular articulation of the status role of the "formal and informal actors involved in the decision-making and execution process, and the formal and informal structures created to take and execute these decisions"[10, p.13]. This indicates that public administration involves the active involvement of both governmental and non-governmental institutions - think tanks, religious organizations, financial institutions and political parties. Taking into consideration, that the concept of W. Wilson becomes especially relevant today, which in the last century recognized that "public administration is outside the realm of political sphere, and therefore the issue of public administration is not a political issue, although the policy defines the tasks for governing bodies, its intervention in management processes is unacceptable"[11, p.212]. Therefore, it is a certain methodological contradiction regarding the identification of the essence of public administration, since, on the one hand, it implies the introduction of operational, administrative and political activity that serves the effectiveness of its functioning and on the other - it remains a methodologically absorbed process of development of public policy, methodologies for reconciling conflicting interests, strategies, and value priorities.

Particular attention in this regard deserves the concept of J.Shafritz and A. Hyde, who consider the essence of public administration through the lens of the activities of institutions and processes that ensure the functioning of the political and administrative system of the state. On this basis, the scientists identified the main components of its functioning, including: "1) power entities that are directly related to the existing political regime; 2) management tools that have the administrative potential of regulatory influence; 3) the result of compromises and clashes of coalitions interested in state decisions of groups"[12, p.377]. This demonstrates the actualization of the "policy-management" dichotomy, which makes it possible to clearly trace the gnostic and functional integrity and sustainability of public administration. However, according to scientists, within the current practice of public administration, the thesis of juxtaposition of political and administrative is methodologically neutralized, since during this period it becomes impossible to apply "free from evaluative judgments administrative processes", which thus testifies to the strengthening of organizational determinism in public administration. On this basis, the sphere of public administration acquires a certain methodological and technological deformation, which is confirmed by the fact that its subjects are abstracted from the goals of public policy, as a result the sphere of public administration is too bureaucratic, which leads to a "totalitarianism" of accountability between its subjects and the delegitimization of relevant processes that serve as a deterrent to the static functioning of institutions.

A certain methodological clarification regarding the gnostic identity of public administration is the concept of St. Beer, which means "power and political influence, which has legal conditionality, and in realization - the power of the state apparatus, which possesses the means of coercion" [13, p.5]. On this basis, scientists identified the main specific features of public administration, including: 1) coverage of the most pressing issues of political and administrative practice; 2) direct exclusivity in the process of drafting state decisions, which means the normative set of the strategy and tactics of public activity; 3) activity in most cases is associated with expertise, which determines the technocratic orientation of the sphere of public administration [13, p.7].

5. Conclusions from this research and prospects for further exploration in this area

Thus, our theoretical and methodological analysis of the implementation of public administration in modern conditions of social development allowed us to identify the essence of public administration as a system of cooperation of state, non-state, private and mixed structures that serve the realization of the interests of society; on this basis it is

shown that public administration, ensuring the creation of a civil-state system of organization of power, is a fundamental institution for the provision of quality management services; various theoretical and practical constructs of the identification of the content of public administration are articulated in the context of methodologically determined interaction of public administration, state management, public and state policy, on its basis there is a gnostic expediency of a thorough analysis of modern conditions of development of public administration, one of them is the institutional development, which is served as a mobilized factor of its genetic change in the postmodern era. The detailing of this context determines the logic of further elaboration of this problem, which lays down the prospects for its elaboration within the framework of public administration science.

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