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## FORMATION AND DEVELOPMENT OF THE SYSTEM OF PUBLIC AFFAIRS INSTITUTES: GOVERNMENTAL ADMINISTRATIVE ASPECT

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*The article states that formation and development of the public affairs institutes from the position of the state administration have to be dealt with as a polisystematic and polistructural result of intergration of many spheres of society viability maintenance with the following functionally related specific complexes: logistical, economic, social, domestic and cultural. The author proves that they are organizationally combined from the political and ideological position to create a certain sphere – the sphere of housing and municipal services that constitutes the system of structures contributing to the functioning of housing and utilities sector. It is defined that modernization of the housing and utilities sector provides for the complex of political, economic, research, educational, institutional and management, as well as technically preventative measures aimed at realization of citizens' rights to civilized housing and utility conditions as the determining factor of reproduction of a human and society.*

**Keywords:** state administration, public services, housing and utility sector, institute of social life, instutalization, modernization, the system of maintenance.

Changes, currently occurring in Ukrainian state, particularly in the social sphere, are often difficult to understand within the framework of a single branch of activity. There are many problems and the deriving tasks, the solution of which are impossible without defining the general organizational rules, norms and notions. That is why the forefront covers the theoretical research on the issues of instutalization, as well as the issues related to the specifics of functioning and development of social institutes in different spheres of social life, their structes and place in society as a complex and dynamic system.

Institutional analysis can be used only in cases when such an institute is already functioning, is at the stage of formation or transformation. At the same time if the process of formation of different types of public activity as social intitutes is defined as instutalization, then the process of transformation of institutional basis can be determined as its transition into the new institutional environment.

The completion of the process of instutalization or transformantion provides the integration of a new type of social activity into the existing structure of productive and economic relations.

Apparantly, in Ukraine, under the conditions when society has other goals then it used to, there cannot but arise certain public needs in the new types of activity. It fully refers to the housing and utilities sector. There are, at least, three groups of reasons for the change of public needs in the forms of housing and utilities functioning.

The first group of reasons is connected with the drawbacks of the existing administrative - command system of the state administration in the sphere of housing and utility; functioning of the sphere of housing and utility on the norms single for the whole state, without considering the real need of population for the different types of housing and utilities services; the assessment of the housing and utilities structures by the gross enrolment rate not taking into account the interests of security of a single man, their needs and requirements; strictly centralized system of administration and financing that resulted in the poor effectiveness of the use of the scarce resources, the imbalance of the structure of meeting the population needs; the lack of motivation among the housing and utilities staff, that was the main reason for the poor quality of housing and utilities services, economic and social losses of society.

The second group of reasons derives from the objective decline in the indicators of housing and utilities sector functioning. In the concentrated form, the problems of its deterioration in Ukraine come to the following: the growth of economic losses of the housing and utility functioning; the evolving increase of technological disasters in this system; the frequent failure to meet the needs of population at the level of civilized organization of the housing and utilities sphere.

The third group of reasons is caused by the growth of social tension, related to the dissatisfaction of population with organization and the quality of housing and utilities services. According to the sociological research, from 80 to 90% of respondents are absolutely or partly not happy with them, especially with the poor culture of providing services, complete vulnerability in case of provision of the poor quality housing and utilities services.

Obviously, the emergence of the reasons of the two last classes is connected with the changes that have occurred in Ukrainian society, with the fact the Ukraine has reached the new historical stage of its development, in one hand, burdened with the problems and contradictions of its past state, on the other hand – with the new burdens, caused by the failure of liberal housing and utilities reformation.

The pre-reform system of the housing and utilities sector which operated within the social institute having the norms based on the aims and tasks of humanization and equalization of social conditions of the country's population reproduction, and which corresponded to the stage of development of the state paternalistic, political, economic, ethical and ideological imperatives of society, - under the market conditions could not stay the same [7, c. 136].

The nature and results of any activity firstly depend on the perfection level of organization of the institutional system where it

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takes place – on the integrity of correlation of its elements, the level of stability and clarity of relations between them. The inadequate state of characteristics of the system organization inevitably create problems in its functioning, the solution of which can be possible by the means of transition of the system to the brand new organizational level.

The notion of “system”, which firmly came in the analytical and research practice of the state administration, is characterized by its inalienable features such as: structure, interrelatedness of its elements, subordination of the whole system organization to a certain aim. However, this notion is still evolving in its content. There are dozens of the definitions of the system. [6, c. 15]. Among a variety of approaches as a working definition we took the determination of the system related to the notions of “problem situation” and “aim”. At the same time the first means such combined circumstances when the aims are unachievable at the expense of its own opportunities or at the expense of external means charactering it at the moment. The awareness of that allows to understand the essence of the problem engendered by the circumstances and to formulate the aim to reach the desirable situation, which could provide the opportunity to resolve the conscious problem. The selection of the objects and subjects characterizing the real situation, the features of which can be used to achieve the aim, regrouping them in a certain way, means the activity on the system reproduction.

The significant drawback in the modern practice of the system analysis can be found due to investigation of their dynamics. Their review demonstrates that when approaching any phenomena as constant processes of organization and deorganization, the representatives of the systems theory ignore the task of defining the notion of “organization”, being limited to the references stating that the higher the level of organization is, the stronger are the differences between the entirety and the the sum of characteristics of its parts, as well as to the fact that the systems dynamics can lead to their crises – such moments in the history of any system, when the fundamental reorganization of its structure is inevitable [3, c. 7].

Only the recognition of the system of social relations be the starting position for the definition of the notion of “organization”. Modern science derives from the absolute acceptance of the fact that the basis of all social relations is made up of the characteristics and components inherent to any system – such as constituent elements, their interrelations, structure etc. At the same time social systems, along with the features typical for any system, have specific characteristics, the public nature of which is different from other systems and can provide them priorities over the latter.

From the perspective of institutional systematicity, the society as an object of the state influence is found in the constantly changing problem situation. It results in the necessity to realize the mechanisms of interaction between the multi-level system forms of human activities, to clarify what way the macro level factors influence the processes of everyday life micro levels. That demands the comparative historical analysis in which the history of social relations is dealt with as a continual process of resolving some kind of problems, achieving some kind of aims at every replacing each other historical stage of development.

With all the variety of the institutional and functional structure of society, each of its system elements aims at the performance of the function of some kind. While the society itself appears to be the super-system [1, c. 66], the primary structure of which (block elements) is presented by the system institutes carrying out the sectoral responsibilities, made up of numerous interrelated by the common aims, but at the same time specific and goal-oriented, subsystems and elements.

Housing and Communal Services is one of those goal-oriented sectors, which serves as the system-creating core of the specific, by its purposefulness, sphere of social activity – the sphere of housing and utilities. By their targeted purposes, both the sphere and the sector are social, and that is why, just as the whole society, they are characterized by the constant variability of the problem situation of their functioning and development.

As a social institute, possessing the basic, common for this form of social practice characteristics, the most important of which is its relative stability and systematicity, the sphere of housing and utilities constantly suffers the influence of various social transformations.

The institutional stability of the housing and utilities sphere against the transformational actions, adaptability to the new conditions of the external environment of the functioning, the potential for improvement, depend on the nature of this system organization, on the quality of the available resources, the means for their utilization as well as the specificities of the influence the various structures of the existing social order have on them. This raises the methodological necessity for the systematic approach to investigate the processes currently occurring in this institute. That provides for the necessity to base the theoretical and methodological study on the principles of the general systems theory, and first of all, on the system understanding of the housing and utilities sphere, in particular its constituent components that have to be dealt with as ones connected by the common specific appropriateness of combination as for the independent institutional systems.

From the perspective of the tasks of the state administration, the notion of the system is characterized by the rich heuristics. In this case the housing an utilities sector is presented as the artificially created social and technical system, developed to meet the vital needs of population, existing in the specific natural and historically dermined social conditions, as the system possessing the characteristics of self-organization and using the resources in accordance with the reasonableness of its functioning.

The methodology of the systematic investigation of the housing and utilities sector provides the opportunity to use the analysis of transition from the models of one type to the models of another. As a rule, the initial model is a simplified system that is characterized only by its integrity and remoteness. In the algorithm of such a model mainly the external features of the system are studied, namely: its boundaries, aims, the nature of conditionality by the factors of external environment. All the above-mentioned results in the necessity to fix not only the peculiarities and the functional aim of the system, but the hierarchy of its subgoals as well.

It is defined that for this work there is a need for a more perfect, covering the details of the internal structure of the system model, as the questions of such a detailed consideration of the system is impossible to solve with the help of the model based on the interrelation of its peculiarities only.

Hence the necessity for the assessment of the elemental composition of the system, particularly characterizing its organization and the components of the subsystem nature [10, p. 57]. The more concrete analysis demonstrates that some subsystems, in turn, may be divided into the constituent components and on until the detection of the indivisible elements of the system composition.

It should be taken into account that the model of the elemental composition of the system does not comprise structural relations between the elements and subsystems, and that is why for the systematic study of the statical systems, the model of their structural organization should be developed. In this case, the system of housing and utilities can be presented as the hierarchy of the basic subsystems of the subject and object of activity. In terms of the subjective element, this hierarchical integrity comprises five subsystems, namely: the bodies of state administration and local self-government; the bodies governing the structures of housing and utilities of the defferent level; the institutions of housing and utilities sector; controlling and ecological institutions and the bodies governing them. Each of them functions and suffers the influence of conditions and factors of external environment, that are both the subsystems of the housing and utilities, and its external institutional structures of the housing and utilities sphere, which is the objective part of the housing and public utilities certainty. At the same time both the housing and utilities in general, and its subjective subsystems possess or conducting their activity certain legal, financial, personnel, logistic and informational resources of some scope and quality.

As for the object of the housing and utilities activity, it encompasses all potential consumers of the housing and utilities, in the form of the country's population or inhabitants of its particular territory. They are also structured and present the integrity of hierarchically organized subsystems of the housing and utilities sphere.

According to the postulate of the system analysis, any statistical model variant of the systems reflects only the nature and the characteristics of its organization, i.e. subject-subject, subject-object and object-object relations between the elements of the model. While the system functioning inevitably implies its dynamics.

Another postulate of the system analysis certifies that both variants of these models, statistical and dynamic, are inherently interconnected as the transformation of any structural element of one system unavoidably affects the nature of relations and the elements of the other one, at last replacing the algorithm of transition of the initial state of the initial system into the final one, as well influencing the order and duration under such a transition. That fact makes the imperativeness of the interrelated analysis of the statistical and dynamic models of the systems.

In terms of the system analysis of the system dynamics any transformations of the vital systems and even the subsystems of social life, somehow change not only the directly connected with them social institutes, but the whole society as well. These changes are transmitted, firstly, through the infrastructure of social spheres, which mostly tend to the impact of modifications in economic, political and social conditions of the state development. These very changes in nature and conditions of modern Ukrainian society define the means for further development of domestic housing and utilities sphere.

The common methodological principle of the systematical dynamics analysis of any institute firstly demands the determination of the main directions of the dynamics, its initial and final points reflecting the aims of the movement. In order to realize the peculiarities of dynamics of modern Ukrainian sphere of housing and utilities, it is necessary to assess the quantitative and qualitative parameters of its initial state in the pre-reform period, to define the reasons and factors that led to its transformation.

The Soviet model of the housing and utilities had a comparatively limited potential of self-development. It was created as the state system with the rigorous administrative and command management of the state property for the basic resources, mainly with the government financing, interinstitutional and super-institutional control over the scope and quality of the housing and utilities services, with paternalistic relations between the housing and utilities bodies and consumers. So naturally, they were functioning and developing mainly under the persistently directed influence of the factors of external environment. The most essential factors included: the nature of social and political order dominating in the state, its social ideals; economic possibilities of the national economy; commitment of the state for reduction in social spheres the significant differences in the social and economic state of the country's regions, that were difficult to overcome taking into account the existing level of productive forces development; administrative and command policy in the sphere of housing and utilities management; the party and state control over the innovations in all branches of economy comprising the housing and utilities sector as well.

The transfer of Ukrainian economy to the market mechanisms of management increased the negative phenomena, that appeared in the sphere of housing and utilities at that time; its further existence on the allocative economic principles turned to be almost burdensome for the state, the sector demanded the profound modernization, and, thus, huge investments, which the subjects of Ukrainian market could not afford at that time. Hence, there was a spontaneous orientation of the reformators for the systematic market reorganization of the sector. However, the mass impoverishment of the population created a social situation that was greatly unfavourable for resolving the problems of such an reorganization. All efforts of the reformators to find and make use of the extra-budgetary sources of financial and material resources, as well as the efforts to create the market structures for their effective use faced the obstruction on behalf of the executives of the housing and utilities bodies, its personnel, and especially on behalf of the housing and utilities consumers. For all of them, but for different reasons, the conceptualized by the radical liberals model of hundred percent payment for the housing and utilities, as well as providing the exclusion of the state from the expenditure on the system of Ukrainian housing and utilities sector development, the complete its transfer to the market foundations.

However, if we have a look at the currently functioning model of the housing and utilities system, we will see that there are new subjects in the structural organization of its activity. The history of the emergence is quite complicated. It can be easily seen using the example of the renewal of the regulatory framework for the housing and utilities functioning. The formation of its legislation base is still going on, and it is obvious how difficult it progresses. The legislative specification of organizational structures of the housing and utilities economy (as a social and economic institute), based on the principles of the complete recoupment by the population consuming the housing and utilities services, housing insurance as well as the subsidiary satisfaction of the minimal needs of the housing and utilities nature, has not been completed yet. Among the innovations we can name the following: market structures of the housing and utilities provision; private companies providing housing and utilities services, subsidiary services; the developed market of real estate and the residential mortgages structure that are being formed; the state structure of the social housing for the youth and families with several children. There are some legislative regulators of the conduct of the subjects of the housing and utilities sphere, namely: the Constitution of Ukraine, the Housing Code of Ukraine, the Law of Ukraine "On the Housing and Utilities Services" and some more [8; 4; 5].

Specifying the essence of these innovations, we can say that they essentially influenced all institutional subsystems of Ukraine. First of all, it refers to the subsystem of "public authorities". This subsystem provides for the constitutional division of the state power into the legislative, executive and judicial, it creates the new levels and structures of the state power, the relations between which are not only vertical but horizontal as well. Therefore, the constitutional division of authorities between the organs of the state power and local self-government expanded the possibilities of the latter as for the influence on the development of social and economic processes at the local level, fully taking into account the specifics of conditions for the existence of each concrete territory. The subsystem of "public authorities" comprised such new subjects as: the President of Ukraine and structures ensuring his activity; the Verkhovna Rada of Ukraine; the Cabinet of Ministers of Ukraine; local bodies of state power and the bodies of local self-government.

There was a significant renewal of the structure and functions of the central, regional and local bodies of the housing and utilities administration, there emerged such market subjects of activity as private service companies and private householders.

The legal resource is under the qualitative transformation, which has to regulate the current, and the near future social relations in the sphere of housing and utilities servicing of the population, as well as defining: the boundaries of responsibility of the state and the bodies of the local self-government on the issues of housing and utilities servicing of the citizens; the mechanisms of legal regulation of activity of all the enterprises, organizations and institutions depending on the form of property for the housing and utilities servicing of the population; the legal status of public, communal and private structures of the housing and utilities sector; professional rights, duties and responsibilities of the housing and utilities personnel, the guarantees of their social security; the rights of consumers and ensuring some quantity and quality of housing and utilities services for the population.

Naturally, all these innovations in the housing and utilities sector demand the qualitative renewal of the personnel. There is a need



for the mass training of the specialists of a new profile – organizers of the housing and utilities services, which has to comprise the knowledge of the principles and specifics of the management and marketing in the sphere of housing and utilities.

The emergence of the mass middle class representatives among the clients of the housing and utilities services, resulted in the increase of insistence to the quality of the housing and utilities services that in turn caused the urgent need for the qualitative improvement of logistical resources of the housing and utilities sector.

All these will be possible, firstly, in the result of the qualitative transformation of the most influential for the housing and utilities sphere in general factor of the external environment. The leading factor among the mentioned ones is further transformation of the social and political order in Ukraine, which results in the increase of the openness Ukrainian society, the transparency of the state activity in all spheres of social activity, possibilities for the usage of the world experience in the management of the housing and utilities development on the market principles etc [9, p. 4; 10, p. 122; 11, p. 36].

It is worth noting that the search for the optimal variants of the market system of housing and utilities, which would respond to the nature of development on the principles of liberalism of the social and political order in Ukraine is still going on. The reformators of Ukrainian housing and utilities sector offer different models of its system that would provide the formation of the internal market as the subsystem of the world market. The mechanism of all these system models is based on the interrelations between the market subjects, which could be defined in the following way: the integral buyer of the housing and utilities services are the central bodies of the state power, regional bodies of the state power; the bodies of local self-government; the integral seller of the goods and services of the housing and utilities are the institutions of the housing and utilities, the administrative bodies and controlling committees, territorial bodies of the housing and utilities administration; the integral producer of the goods and services of the housing and utilities are the institutions of the housing and utilities of various levels and forms of property; the integral consumer are the citizens living on the territory of Ukraine. The basis for interaction of the subjects shall be the contract relations between them based on the provisions of the Civil Law and the Housing Code.

The model that reflects the relations of this kind between the subjects of the housing and utilities fundamentally differs from the pre-reform model of this sector. It is the first result of the market transformation of Ukrainian sphere of the housing and utilities, representing a specific system and institutional innovation in the public order organization.

At the same time, the factors of the systematic transformation of the housing and utilities considered before, certifies that its current state should be assessed as not complete transition to the systematic organization of the branch from one quality into another. This transition concerns the interests of all institutional subjects of the housing and utilities sector, reorganizes the relations between them, reorganizes the housing and utilities resources and the mechanisms of their usage, changes the nature of the influence of the external environment factors on this sphere. This inevitably increases the significance of developing a new policy of the state management of the mentioned processes, which is aimed at the minimization of the negative impacts of social transformation of the housing and utilities sphere for the population, economy and political stability of the state.

On the basis of the carried analysis of the institutional content of the essence of the housing and utilities modernization, its functions and the structure, it is determined that the latter should be considered from the perspective of the state administration as polisystematic and polistructural result of the integration of many spheres of the social life support, which have specific functionally related complexes, namely: logistical (material infrastructure), economic, social, domestic and cultural. They are organizationally united from the political and ideological perspectives, and create a certain sphere – the sphere of housing and utilities, which presents the system of structures, contributing to the housing and utilities functioning. The content of its modernization is represented by the complex of political, economic, scientific-educational, organizational and administrative, as well as the technical preventing measures aimed at the realization of the rights of citizens to the civilized housing and utilities conditions as the defining factor of reproduction of a man and society. Such conditions are provided for by the state and the functioning of the housing and utilities system, which comprises the following subsystems: housing and utilities infrastructure, organizational and economic relations, the core and extra housing and utilities services etc.

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