

**THE SELF-REGULATION MECHANISMS DEVELOPMENT IN THE SYSTEM OF PUBLIC ADMINISTRATION  
AS A SUBJECT OF RESEARCH**

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*In this article is considered the development of self-ordering mechanisms in the system of public administration as an object of research and the definition of the corresponding basic conceptual apparatus.*

**Keywords:** public administration, the self-organize, the self-ordering mechanisms, development.

**Target setting.** In modern studies of foreign and domestic scientists on the problems of public administration, considerable attention has been paid to the synergetic approach. In its content components most often indicate the self-organization of systems and processes. At the same time, as a rule, they rarely consider the processes of self-ordering as an important component of the self-organizing factor. This article attempts to highlight this issue.

**The purpose of the article.** The purpose of this article is to consider the development of self-ordering mechanisms in the system of public administration as an object of research and the definition of the corresponding basic conceptual apparatus.

**Analysis of recent publications on issues.** In the doctoral dissertation I. Cherlenyak thoroughly investigated synergetic concepts and models of optimization in the system of public administration [10]. Different aspects of the application in the synergetic approach in the studies of public administration were also considered in the works of V. Bakumenko, R. Voitovich, V. Knyazev, V. Lugovoi, V. Martynenko, I. Oliychenko, M. Orel, O. Puhkala, N. Khokhlova, O. Chervyakova, S. Storhutsky and others. [1-8, 19, 20].

**The statement of basic materials.** In the context of our work, a methodological question how to systematically present the development of self-ordering mechanisms in the system of public administration. To this end, we will consider the processes of ensuring the ordering of the states of the public administration system, proceeding from the synergetic approach. In the basis of the latter, let us consider the system and processes in the context of their self-organization. By self-organization, we will further understand the establishment of an ordered state of complex open systems, arises from the initial disorder of structures and processes organized in space and time without the formation of external influences. In a more simplified formulation, this is the formation of a structure through simple local interactions of system components [9].

When applying a synergistic approach to the study of public administration it is advisable to consider a social system that is open and in which the processes of self-organization take place, that is streamlining the interaction of its many constituent elements [11].

In the work of V. Bakumenko and O. Chervyakov it is written that in social systems that are open, numerous constituent elements are management cycles, which determines the synergetics of social management. Under certain circumstances, such self-organization, called dissipation and leads to irreversible, directional, regularity of change the ordered conditions of the social system, which can be characterized as the development [1].

To understand the mechanisms of self-regulation development in the system of public administration as a subject of research, first of all, define the content of this concept. It is expedient to do so, revealing the content of each term specified in the title of the topic. That is, the content of the concepts of “development”, “mechanisms”, “self-regulation”, “system”, “public administration” should be clarified.

The term “development” means an action or process that results in a transition from one qualitative state to another, higher [11].

The mechanisms of public administration, as defined in the Dictionary - Guide to Public Administration, are practical measures, tools, levers, incentives through which public authorities influence society, production, and any social system in order to achieve their goals [13, p. 116-117]. That is, it is any practical tools for the influence of public authorities to implement the tasks of public administration.

As stated in L. Melnyk’s work, self-regulation is the property of the system, by its internal factors ensure orderliness in space and / or time of individual elements (parts) systems or processes occurring in it [12].

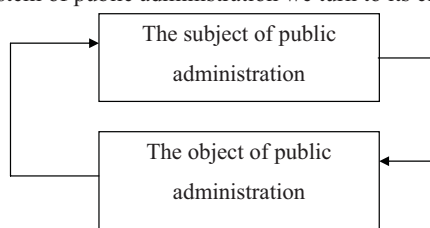
The term “system” means a plurality of elements that are interconnected and form a certain integrity, unity [14].

Under the public administration, proceeding from the Encyclopaedic Dictionary of Public Administration, we should understand the activities of public authorities aimed at creating conditions for the fullest possible realization of the administration functions, the fundamental rights and freedoms of citizens, harmonizing various interest groups in society and between the state, ensuring social development with resources. [15].

Thus, under the “the mechanisms of self-regulation development in the system of public administration”, we mean actions or processes that result in a new qualitative state, practical instruments of public authorities influence, through which they are able to systematically implement at the expense of internal factors and ensure orderliness system of society and processes in it, and is also aimed at creating better conditions for the realization of the the administration, the fundamental rights and freedoms of citizens, coordination of the various interest groups in society and between the state and society, public safety, resource development [11-15].

The key phrase in our study is “self-regulation in the system of public administration”, and the task is the disclosure of its essence, as well as where it is manifested. In turn, the relevant mechanisms represent the practical tools of the influence of public authorities that provide such self-regulation.

To understand self-regulation in the system of public administration we turn to its classical subject-object model (Fig. 1).



**Fig. 1. Classical general subject-object model of interaction**

In this model, the subject is either a system or separate state bodies.

The object in this model is society, its spheres and industries, as well as various social relations.

Society is an organized set of people, united by their characteristic relations at a certain stage of historical development [16].

The spheres of society are large, stable, relatively independent subsystems of human activity, for example, political, economic, social, spiritual, environmental [17].

Areas of social activity are separate areas of a certain type of social activity, for example, industry, transport, agriculture, health care, and others.

Public relations are different forms and methods of interaction and relationships between individuals or groups of people that are established in the process of their common practical and spiritual activity. For example, political, economic, social, spiritual relations [17].

Self-regulation, as already noted, is part of the process of self-organization. Self-organization of the public administration system is provided by the subjects of public administration. The generalization of the public administration system always has an internal character, which follows from its definition.

But a generalized system of public administration is a complex system of multilevel government bodies. For example, in Ukraine, with the presidential-parliamentary system of governance at the upper level, we have higher state authorities, including the Presidential Institute, the Verkhovna Rada, the Cabinet of Ministers, the Supreme and Constitutional Courts representing different branches of state power and interacting mainly with the communication scheme of the ghetto (All with all) interconnection. The executive and judicial branches of government are represented at all levels of government (upper, central, local) and built according to the classical hierarchical system of subordination. Legislative power is represented only at the highest level of public administration by the parliament - the Verkhovna Rada, and representative power only at the local level of public administration - by local councils (regional and district).

The system of public administration at each particular time has a certain structure - a form that embodies the content of this system, that is, its functional content. The ultimate result of the functioning of the public administration system depends to a large extent on the correct choice of such a form. For this reason, one of the priority tasks of streamlining 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 public administration itself in the chosen period of time, with a clear subordination (subject-object) and coordination (subject-subject) interaction.

Due to the complexity of the public administration system, which is determined by several branches of state power and the multi-level nature of its construction, in fact, we have the implementation of many subject-subject and subject-object interaction models. Examples of typical subject-subject models of interaction are: «President - Verkhovna Rada», «President - Constitutional Court», «Verkhovna Rada - Cabinet of Ministers», «Verkhovna Rada - Constitutional Court», «Cabinet of Ministers - Constitutional Court», «Central executive authorities among themselves», «local state administrations at a certain level of power among themselves». Examples of typical object-object models include: «President - Cabinet of Ministers», «President - central executive bodies», «President - local state administrations», «Cabinet of Ministers - central executive authorities», «The Cabinet of Ministers - local state administrations», «Verkhovna Rada - Accounting Chamber», «central executive bodies - public sectors», «central executive authorities - public spheres», «regional state administrations - district state administrations», «city state administrations in the cities of state and regional subordination - district state administrations».

In this regard, the process of self-regulation at the highest level manifests itself in the coordinated interaction of the relevant subjects of public administration, and at each of the other levels of public administration - in the agreed subject-subject relations at their level of public administration. As well as subject-object relations between the upper level (the external aspect of self-regulation of the public administration system) and between the level of public administration subordinated to it (the internal aspect of the self-regulation of the public administration system).

As examples, let us note that at the central level of executive power we have the following subject-object relations:

- between the upper level (the external aspect of self-regulation), this is «the President - the central executive power», and «the Cabinet of Ministers - central executive bodies»;
- between the subordinate level of public administration (the internal aspect of self-regulation) is «central executive authorities - public sectors» or «central executive bodies - public spheres».

For the regional level of the executive branch of power, there are such subject-object relations:

- between the upper level (the external aspect of self-regulation) is «the President - local state administrations of the regional level of executive power» and «the Cabinet of Ministers - local state administrations of the regional level of executive power»;
- between the subordinate level of public administration (the internal aspect of self-regulation) is «local state administrations of the regional level of executive power - district state administrations».

Ordering within the subject-subject relationship, as a rule, is carried out by:

- coordinated adoption of public administration decisions (collective discussion and decision-making, corporate fulfillment of the order);
- simple coordination at all stages of interaction, provided that there is no reciprocal subordination and with equal authority (committees, commissions, working groups, advisory councils, etc.);
- integrated coordination (harmonization) at all stages of interaction in the absence of mutual subordination, but with the authority of one of the subjects in public administration to collect and present the results of joint activities (national projects, state target programs, etc.);
- mutual deterrence, with certain powers of mutual control (presidential, parliamentary and governmental control, hearings and government days in parliament, joint formation of the National Bank, courts, etc.);
- development of a communicative scheme of subject-subject interaction (e-government, powers, forms of document circulation regulations, procedures, etc.).

Ordering within the subject-object relationship, as a rule, is carried out by:

- making public administration decisions on the development and operation of the object of public administration (concepts, strategies, public policies, relevant program-target decisions, state and local budgets, etc.);
- implementation of the adopted public administration decisions through various influences (legal, institutional, organizational, administrative, motivational, informational, etc.) depending on the situation (public queries, values of the society, political, economic, social, humanitarian, ecological situations, level of democratization, administrative and technological culture, the fight against corruption, resource opportunities, etc.);
- allocation and ensuring the receipt by the object of management of the required necessary resources (finances, personnel, material and technical means, information, time) to perform the tasks in full;

- control of the state of the adopted public administration decisions implementation (administrative, functional, financial, preliminary, intermediate, final, audit, inspections, evaluation, etc.);
- introduction and implementation of quality improvement systems (modern quality standards, etc.);
- the development of a communicative scheme of object-object interaction (electronic government, standards for information exchange, forms of document circulation, creation and commissioning of service centers for one-window services, etc.).

The main provisions that determine the subject-subject self-ordering at the top level of the system of state power in Ukraine are written out by the Constitution of Ukraine. In fact, these are the basic provisions of such self-ordering, which can be changed only by introducing amendments to the Constitution of Ukraine. Separate provisions are also defined by the Laws of Ukraine, for example, "On the Cabinet of Ministers of Ukraine", as well as certain by-laws, for example, "On the Regulations of the Verkhovna Rada of Ukraine". These provisions are more accessible for making changes.

The main provisions defining the subject-object self-regulation in the system of state power in Ukraine are also prescribed in a number of laws and regulations.

Thus, the Constitution of Ukraine, complete with a number of by-laws, is the main mechanism of self-regulation in the system of public administration.

For further disclosure of the research subject, we proposed a method consisting of the sequence of such tasks:

- conducting analysis of foreign scientific work on the development of self-governing mechanisms in the system of public administration;
- coverage of relevant scientific research in the national branch of science "Public Administration";
- the theoretical foundations generalization of objectivization of the development process in self-regulation mechanisms in the system of public administration (regularities, tendencies, principles);
- definition of the main modern approaches and models for the development of self-regulation mechanisms in the system of public administration;
- identification of problematic scientific-methodological and practical issues in this area;
- verification of the research results by expert survey;
- definition of conceptual principles of self-regulation mechanisms development in the domestic system in public administration;
- development of scientific and practical recommendations and outline directions of further research.

**Conclusions.** The article defines the content of the self-regulation mechanisms development in the system of public administration as a subject of research. It is shown that due to the complexity of the system of public administration, which is defined by several branches of state power and the multilevelness of its construction, in fact, we have implemented in it many subject-subject and object-object interaction models. It is established that the process of self-regulation in the system of public administration manifests itself in the harmonized subjects-subjective and subject-object relations at its various levels. The method of research on the chosen subject is offered.

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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