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RETROSPECTIVE ANALYSIS OF SOCIO-POLITICAL CONDITIONS OF THE TRANSFORMATION PROCESS OF THE FUNCTIONAL CONTENT OF PUBLIC AUTHORITY ACTIVITY

The article is devoted to the research of the social and political conditions of the transformation process of the functional content of the public authority activity. A retrospective analysis of the socio-political conditions of the transformation process of the functional content of the public authority activity of Ukraine is carried out in this publication. The main systemic issues of the organizational and functional content of public authority activity in Ukraine are singled out. One can get acquainted with the analysis of the impact of this problem on the quality of public management and administration and the formation of effective social and political relations in the country. A clear understanding of the "field" of issues in the work of public administration and management entities has been formed that allows us to formulate further targets for qualitative and quantitative changes in both their organizational structures and functional content of work, to determine the sufficiency and necessity of the resource base for transformations, to design algorithms for implementing of certain tasks and, in general, to ensure the high-quality use of a systematic approach to solving appropriate issues.

The main aspects of the actualization of the searching processes for the optimal organizational and functional model of the public management and administration entities activity in Ukraine have been studied. The conclusion about the necessity of a scientific search for a new organizational and functional model of the activity of public authority has been substantiated, which sets the task of developing such a model, its training, adaptation and implementation in the practical activity of public authorities in Ukraine.

Further research is recommended to be targeted at scientific research and development of a new organizational and functional model of entity activity in public management and administration. The technical tasks of developing the model, its training and its implementation in the practical use of public authorities have been formed.

Keywords: public management and administration, public power, public administration entities, organizational and functional model of public authority activity.

The problem formulation

Changes in the world, such as external challenges, transform and correct the assignments for all of systems of public administration. Today we can see how on a "field" of public administration, social and political communication far and wide new «centers of authority» are appeared such as non-governmental public organisations, social movements, activists, "international managers" with the world accepted standards of public management. As a result these centers are affecting social and political being trying to operate the potential of our society. That gives us new challenges in social and authority technologies that are used by the subjects of public administration, especially on a local level and efficient management called as "the market of social trust", support and sympathy. Public administration entities must be able to produce and promote efficient social suggestion as strategy, programs or development projects, transpose social resources and efforts at relevant and necessary directions for country. Exactly this points forces the public authority to change approaches to implement the command and adapt the public administration system for external challenges and internal changes meaningfully and on time. The feature of this process is that everything is connected with the transformation of the management of the public entities administration have to be carried out closely hand in hand with its current action without decreasing the quality of the current administrative services during the whole transformation period of the organization functional activity of public authority.

The analysis of last research and publication

The problem of improvement the public authority work in many cases is conduções superficially, thus

causing no change in the organizational and functional system of new public management and administration subject and in general do not lead to fundamental renovation of public authority in country. Local changes do not lead to global changes. Improvement and modernization system of organizational departments, decision-making processes and functional management of public authority stay out of attention.

The world and Ukrainian experience research says that the feature of determined direction and subject is on crossroad of political and public managing sciences that cause the problems of accomplished scientific research of this problem. Relevance as well as insufficient research of this problem create the necessity of detailed and retrospective analysis realization of social and politic conditions of the public authority's activity transformation, clear separation of the problem of organizational and functional circumstance, theoretical and methodological foundation ways of the tasks solving that could give the possibility to project the maximum efficient path of the public management and administration entity activity considering existent risks and uncertainty.

The purpose formulation of research

The goal of this report is the retrospective analysis of social and political conditions of the transformation process of functional meaning of the public authority activity and research of the main aspects of the processes actualization of searching the optimal organizational and functional models of public administration entities in Ukraine.

Presentation of the main content of research

On professor O. Rogach's opinion, the key feature of public administration subject is the principle of leading the public administration. Its base are apparatus where administration is the main kind of activity – apparatus of executive authority and local governments. Despite of the variety of public administration entities differences, all of them have common features that help to differentiate them. These features conditioned by common functional kind of activity such as leading the public administration. So, the public administration subject is the subject of authority power that is leading the public administration and providing with the administration services or executive administrative activity.

Initially the notion of “public administration” was used by English civil servant Desmond Kilg in 1972 [1]. “Public administration is the best way search of using the resources for priority goals achievement of government policy” (the definition of D.Kilg). Public administration is regulated by a law and other normative legal acts of public administration subjects addressed to that by making administrative decisions and providing quality administrative services.

Public management and administration is a unique system with its own structure and functions. The set of elements of the public administration and management system is a kind of "DNA" of the system, which allows it to implement the tasks appointed by a society - to direct social resources and fund to the necessary for society and country development directions. The "DNA" code is "sewn up" into the content of the elementary structure, that creates the uniqueness of the public management and administration system. Actually, the uniqueness of the structure of public administration and management is manifested in the external environment through relations with others. In its structure, the system contains elements of creating control notes (legislative acts, strategies, programs, projects, etc.), elements of social adaptation and "implantation" of these notes into society, elements of implementation, monitoring, controlling, etc. If the "DNA" code is suddenly violated or changed in any way of elementary structure of the system, this will lead to the system loss of its uniqueness and ability to perform its functional tasks [2].

Ukraine became a member of the multipolar world after gaining the independence. Since the mid-90s of the 20th century, the external conditions of the the public authority system functioning have been changed radically. Situation changes in the world, as external challenges, transform and adjust the tasks that are solved at all of the levels of public management and administration system. This process becomes permanent and irreversible for the country.

Simultaneously with the origination of market relations in various spheres of public life, we can talk about the origin of a market of public trust and support and the gradual extinction of totalitarian privileges for the subjects of public proposals. At the same time a new world of social and governmental technologies was began to emerge in the country that creates new challenges for the system of public management and administration. This new world has clearly and drastically changed the privileged existence of the public administration system in relation

to other social systems. Since that time, a multipolar world of centers for generating control signals for the Ukrainian social system has been emerging.

New "centers of authority" are appearing everywhere in the field of public administration and socio-political communications: non-governmental public organizations, movements, activists, "international managers" with world standards of public administration. These "centers" are beginning to influence on social and political life, trying to manage the social potential of our society [3].

The emergence of the public purposal market has created new conditions for competition for brains, trust, commitment and support of citizens among the subjects of social initiatives and influences, including public authorities. This produces new challenges for social and power technologies that used by entities of public administration and management, effective management of the so-called "market of public trust," support and sympathy.

There was a test for the public administration and management system of its ability to produce and promote effective social proposals: development strategies, programs, and projects, to move social resources and efforts to the necessary directions. In the face of these challenges, the techniques and technologies of the authority implementation had to change on time and in an urgent way, and actually the system of public administration and management had to get adapt to external changes [5].

But the Ukrainian system of public authorities, following the old Soviet tradition, continued relying on the pseudo-privileges of existence in the state and did not realize in time that it no longer had the privilege of public acceptance and support (people's obedience by default). Representatives of the public authorities did not realize in time that they and other "players" in the field of public proposals were existing in the same space - the market of public communications/proposals, where the "buyer" of public perspectives is a citizen, a voter, as in a regular market, already has had a choice (only one can be asked about the consciousness of this choice, but its existence is an undeniable reality).

The public authorities did not feel that the structure of the authority system in society had been changed radically: new authority centers with rapidly changing values (democracy, equality, anti-corruption, participation in local governance, etc.) originated. These centers began to have an influence on public life relocating social efforts into new planes. They had been using effectively modern power technologies through the production and promotion of short-term "value signals" - ideas, messages, slogans, forming situational sympathies.

The public authorities did not notice that the "field" of competition had been changing from industrial technologies and tangible assets to intangible ones – the management of content, standards, social technologies, media technologies, technologies of authority implementation and advertising technologies.

The moment of transition to a different content of activity was not captured, when a correctly constructed authority composition, capable elites, people who see the future, large-scale own projects, and the government's self-determination as a self-contained competitor give rise to GDP growth "automatically," as material things become a common derivative of the quality use of new technologies for authority implementation.

But the public authorities focused on secondary components (current salaries, pensions, investments, the economy), continuing out of habit to rely on the gradually disappearing advantages formed during the Soviet era: identification with the state and totalitarian privilege.

The Ukrainian system of public administration and management had been gradually losing its capacity and ability to explain to the citizens in a simple, easy and accessible way about what, how and when it had been doing, and who had been personally responsible for it. Sometimes, in practical reality, government officials couldn't even explain to themselves the logic of certain actions (emergence of programs, principles of resource allocation, etc.). The reason for this is the techniques of authority implementation: the old ones do not work, the new ones are not mastered.

As a result, the current public authority was unable to stay in their niche - working with the people (population), developing and promoting strategies, programs, projects and had been losing their core value that defined them as authorities: the ability to unite and move social capital and efforts to necessary for society and the country directions.

The verdict to the existing system of public management and administration was issued by the resident/voter at the time when he or she began to connect his or her future not with strategies, programs, projects that the public authorities were supposed to generate, explain, and promote in the public space, but with bright, explosive, segment-oriented marketing political promises of new "players" in the market of public trust and support.

But this situation has many hidden problems. All those who has come to power during the election campaign, "solve" the problems of residents in the competition for votes quickly and well. Political marketing, in most cases, has short-term trends: a month, two, maximum six months. Political technologists conduct election campaigns without thinking about how and by whom their political promises would be realized - lack of experience in public management and administration, absence of such tasks from "customers": their task was the number of votes or banal winning of the "customer".

However, the paradox is in accepting by default, or allowing the existence of advertising and fearful-rescuing messages of political campaigns, after the support and public approval of such proposals - the victory of a certain candidate for, the public authorities has been responsible for the implementation. So, in the future, the system of public authorities, which wouldn't promise anything to anyone, without looking deep into the social proposals quality and content during election campaigns (since it is not ready for this a priori), must solve (organize the implementation of) the tasks that "cut up" by political marketing (political technologists). Sometimes, when they faced with the fact that according to the existing regulations, procedures and content of its activities, they were not able to complete the advertising proposals content of election campaigns in most cases.

Nevertheless, the public authorities were pretending not to see any threats in the growing public perception, popularity, and overwhelming financial support for proactive social segmented political marketing.

Thus, we can state that the system of public management and administration at a certain stage has completely and hopelessly lost the struggle for «brains», faith, public affection, trust, support and sympathy of citizens. This has been convincingly proved by the dramatic changes in public favor after each election. That was a systemic failure of public management and administration, that had shown us the ineffectiveness of existing authority technologies, the inability to manage the social capital (create areas of opportunities) and the loss of public "attractiveness" of the Ukrainian public authorities. Public management and administration in Ukraine has lost the status of an unconditional social trust system.

The consequence is the illogical change in the weight balance of the "centers of authorities" inside the public social system. The centers of formation and movement of social sympathies and efforts, which are "free" from social responsibility, have become dominant. And there is no meaningful, strategically targeted management of the social system.

All of this indicates a violation of the logic of public administration. In recent times the content and directions of future social development in Ukraine have been determined by situational (short-term) social sympathies (based on slogans and advertising messages) rather than by authority technologies (projects of development and reproduction of life).

In fact, it can be interpreted as an imbalance in the system of public management and administration, which is manifested in

- violation of its sustainability;
- conflict of modernity with the outdated archaic model of power;
- searching for a new model of the authority system.

This imbalance in the public administration system is reflected in a systemic gap at the regional and local levels - we can speak about organizational and functional "atrophy": the inconsistency of the existing system of public administration and management with the modern requirements.

In the point of view of the organizational and functional content of public authorities, we can talk about the following list of problems that require scientific understanding and systemic solution:

1. Organizational structures of public administration and management entities do not fully comply with the tasks they face:

- the organizational structures of public management and administration entities do not have departments tasked with solving issues related to the development and implementation of social, political, strategic and crisis projects, that are important challenge of the time;

- there are no departments that are competent in a comprehensive analysis of the situation on the territory, its state assessment in a weekly trend in a wide range of areas, development of economic and socio-political forecasts and modeling situations in terms of social tension;
- there are no departments that implement qualitative changes in the functional activity of public management and administration entities and respond for external challenges with timely qualitative and quantitative internal changes.

2. Poorly organized work of the structural departments of public management and administration entities is their working inconsistency with the best international practices of arranging public authority activity. The system of this work in general and in individual structural departments has no standards of systematic and highly professional management support, they are not applied and implemented that do not allow to ensure the proper quality of management services. In most cases, due to the absence of these standard, it is not possible to implement the functions and tasks for public administration and management departments in a short-term with the best use of financial, human, material, information and other resources.

3. Inefficient working system of public administration and management entities. Structural departments mostly are not guided by quantitative data ("gaps") of the normative and existing indicators of ensuring vital function of the residents during developing programs and solving problems of socio-economic development of the territory. There is no understanding in the current activity of with which initial indicators at the beginning of the year the relevant structural department "start" the work, how these indicators are changing and what is the effectiveness of the invested funds for making these changes. These are leading to subjectivity in planning of the distribution of budget funds, conflicts in the budgets approval, a lack of understanding by society of the grounds for choosing development priorities and the inability to objectively assess their work in general.

4. The public representatives do not have any understanding of the timeframes, what exactly and how the public administration and management entities intend to do for the appropriate territory and its residents. There are no dynamic plans for the work of the structural departments and no systematic monitoring data and benchmarking assessment of appropriate activity effectiveness of public authorities.

5. There are discrepancies and inconsistencies in the system of regulatory documents that regulate the functioning of structural departments and the work of public officials of administration and management entities (Regulations on departments, offices, divisions, job descriptions). This problem leads to the "loss" of a number of tasks (or their misinterpretation), which in general affects negatively to the quality of management and the efficiency of management processes.

6. In some cases existing professional employees inconsistency of structural departments of public administration and management entities to the requirements of job descriptions, as the inconsistency of personal qualities of employees to the functional content of their management activity in different levels leads to poor quality of management activities and, accordingly, results.

7. Public markers manifest the existence of a stable public opinion about the lack of systematic information activity of public management and administration entities about the providing with the information about their activity to public representatives. The work of public management and administration entities is not sufficiently shown in the public "field". The system of offline and online informing the public does not require to their requests for completeness of information and to the objective needs of the territory's vital activity organization.

8. Community residents are not concerned about public authorities attempts to engage them in active processes of self-organization and changes.

9. The subjects that influence the territory development and management (executive authorities, local self-government bodies and delegated powers) do not have a common platform for interaction and forms to unite efforts in the development of territorial communities [6].

Conclusions

A clear understanding of the "field" of issues in the work of public administration and management entities allows us to formulate further targets for qualitative and quantitative changes in both their organizational structures and functional content of activities, to determine the sufficiency and necessity of the resource base for

transformations, to design algorithms for implementing certain tasks and, in general, to ensure the quality use of a systematic approach to solving appropriate issues.

Subsequently, this raises the problem of scientific search for a new organizational and functional model of the public administration and management entities work. This sets the technical tasks of developing the model, its training and implementation into the practical use. Based on the conceptual tasks of such a model, we can say that within the scope of the proposed new model, public administration and management entities should be able to produce and promote effective social proposals: development strategies, programs and development projects, relocate social resources and efforts to the necessary directions for the territories and the country. This makes them being relevant to the time challenges, timely and meaningfully change the techniques and technologies of authority implementation and to adapt the system of public administration and management to external challenges and internal changes.

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