Formation of the scientific concept of controlled systemic evolution public authority

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Abstract. The article is devoted to the study of the scope and content of the activity of public authorities, the formation of a scientific basis for posing the problem of timely systemic compliance of the public authority body - the subject of public management and administration, and its activities to the conditions of transformation of the functioning environment and the formation of the concept of solving the specified problem. A systematic analysis of the scientific basis of the functioning of public power as a social system was carried out. Scientific approaches to solving the problems of improving the work of both subjects of public management and administration, as well as public authorities as a whole, have been studied. A clear understanding of the "field" of typical problems in the activity of subjects of public management and administration regarding their timely systemic adaptation in accordance with the transformation of the conditions of their functioning has been formed. The main systemic problems of the organizational and functional content of the activities of public authorities in Ukraine are singled out. The impact of this problem on the quality of public management and administration and the formation of social and political relations is analyzed.

1 Problem statement

A distinctive feature of the modern world is rapid change. They relate to all components of the social system, including the system of Public Administration. Changes are always a prerequisite for the appearance of "gaps"/problems - inconsistencies between what is currently there and what should be in accordance with the changes that have occurred. The ability to eliminate "gaps"/problems in a timely and complete manner is a sign of the modernity and effectiveness of any system and its ability to fully achieve its goals. For the system of Public Administration and administration, this factor is certainly important, based on the fact that the quality and efficiency of both the system of Public Administration and administration and its activities depends on the quality and condition of the entire managed social system.

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But, as practice shows, the problem of improving the work of public authorities - responding to appropriate changes in the conditions of activity, in many cases is reduced to the so-called "cosmetic" changes that do not change the complex and meaningful organizational and functional system of a certain public authority, which is the subject of Public Administration and administration, and, in general, do not lead to a radical systematic renewal of the activities of public authorities in the country. Most of these changes are "point-based" and not systemic: that is, they cover some individual areas and areas of activity or individual resulting indicators that, according to the subjective definition of the control elements of the local system, require changes [1].

As practice shows, "point" changes do not lead to systemic shifts in the quality of work of public authorities and the system of Public Administration and administration in general because they are aimed at transformation or transformation in individual elements or local subsystems, but they do not update the work of the system as a whole and, in many cases, create additional "conflicts of interaction" between updated and outdated elements of the system. Improvement, systematic comprehensive modernization and renewal of organizational structures, decision-making processes and functional management in public authorities remains out of sight. The relevance and insufficient research of this problem makes it necessary to conduct a scientific search for the formation of a scientific concept for solving this problem and its solution in practice.

2 Analysis of recent research and publications

The study of the world and Ukrainian experience of public authorities reveals that the peculiarity of a certain direction and topic is that they are located at the crossroads of Public Management, political, general humanities and formal sciences, which creates problems of perfect Scientific Search and research of problems.

As The conducted scientific search shows, most of the research in this and related areas is devoted to the development of both adaptive management systems and various Quality Assessment Systems in public administration and administration. These approaches in the first case are an attempt to form the ability of the management system – a public authority body, to change the parameters of its own activity and structure (self-adjusting and self-organizing systems) as a response to predicted or implemented disturbances-changes in the parameters of its external and internal environment, in the second – implementation of systems of current and resulting assessment of the activities of public authorities, state programs and projects based on the selection of individual and group indicators for assessing the quality of public authorities' activities: by the number of indicators, by the frequency of assessment, etc.and the development of mechanisms for their implementation, as well as purely conceptual and theoretical approaches to substantiate the stability, resistance and resiliency of the public administration and administration system. But, as practice shows, the application of the above-mentioned approaches does not sufficiently solve the problems of qualitative, timely updating and modernization of the public administration and administration system, given that most of these problems remain typical and cyclical in the activities of public authorities.

According to the authors, the problem of "standard", cyclical system renewal or modernization of the public authorities themselves and their activities as a management system as a whole remains ignored, which is broader than the activity of adjusting or improving certain parameters and performance indicators of the public authorities over a certain period of time.

3 Formulation of the research goal
The purpose of the work is a systematic analysis of the scope and content of public authorities' activities, the formation of a scientific basis for setting the problem of timely systematic compliance of public authorities with the conditions of transformation of the environment of their activities and the formation of a concept for solving a certain problem.

4 Presentation of the main research material.

From the point of view of a systematic approach, Public Administration and administration is a unique system with its own unique structure, connections and functions. In its structure, the system contains subsystems and elements of creating control signals (legislative acts, strategies, programs, projects, etc.), mechanisms, techniques and technologies of social adaptation and "embedding" these signals in society, implementation/implementation, monitoring, evaluation, control, etc.

The set of elements and other components of the system of Public Administration and administration is a kind of "DNA" of the system, which distinguishes it from other systems and allows it to fulfill its tasks – to direct social resources and capital in the directions necessary for the development of society and the country.

The "DNA" code is "sewn" into the content of the elementary structure and other components of the public administration and administration system, which creates its uniqueness. Actually, the very uniqueness of the structure of Public Administration and administration is manifested in the external environment through relationships with others.

If, suddenly, the "DNA" code is forcibly and unreasonably violated, the elemental structure of the system is changed in any groundless way – this will lead to the loss of the system's uniqueness and ability to perform its functional tasks.

On the other hand, if, due to certain circumstances, the external conditions of functioning change and the internal content and characteristics of the public administration and administration system do not meet new challenges, the system should apply the ability to adapt in a timely manner, self-development, and systemic evolution, which will allow it to become suitable for new challenges. Changes regarding the compliance of the public administration and administration system with the new operating conditions must clearly comply with the request for new qualities and characteristics of this system and be based on its new or updated organizational and functional content, which is provided by adequate challenges, techniques and technologies.

The system of Public Administration and administration is an open-type social system that meets the unconditional principles of the creation and existence of a bureaucratic organization. According to the principle of bureaucracy of the theory of bureaucracy, M. Weber any bureaucratic organization, and in fact such is certainly any body of Public Power, is always within the" framework " of certain formalized procedures and rules: that is, it itself exists according to clearly agreed procedures, rules and procedures, and is also responsible for maintaining and maintaining a coordinated and formally approved Public Order, rules and procedures that allow maintaining a coordinated social order and, in fact, society itself. The preservation of these rules, procedures and procedures is one of the most important functions of any bureaucratic organization and this allows society to be nationally identified and capable in the global and local World. That is, a public authority, as an example of a bureaucratic organization, should preserve the basic social system – society, its stability and structure, thanks to the rules, procedures and procedures "fixed" at a certain time.

Having created according to certain principles and rules and fixing a formally stable structure of a bureaucratic organization – a certain subject of Public Administration and administration, it is considered that a system suitable for performing tasks of a certain level of Public Administration and administration has been built. But over time, a situation...
begins to occur when a bureaucratic organization – a subject of Public Administration and administration, enters into an internal conflict: on the one hand, it is responsible for the immutability and constancy of previously approved rules, procedures and procedures, on the other hand, when these rules and procedures cease to meet the challenges of our time regarding effective and efficient management, a bureaucratic organization – a subject of Public Administration and administration, becomes a source of "preserving" the outdated form and content of management and curbing social development. That is, while maintaining the immutability of the form and content of management, we get a situation when a bureaucratic organization – a subject of Public Administration and administration, due to the "preservation" of rules, procedures and procedures that do not meet the new conditions of functioning, works to maintain outdated forms and content of management, making them not flexible to external and internal changes, reducing the efficiency and effectiveness of its own activities and, most importantly, worsening the state of the managed social system - society as a whole or a separate territorial community. That is, over time, bureaucratic procedures created as auxiliary for the sake of a certain function can become a burden or "brake" on both the effective operation of a public authority and social development in general.

M. Weber's theory of bureaucracy emphasizes: "the reason for the effectiveness of bureaucracy is the use of resources that best lead to the goal, while they are not subject to the subjectivism of the manager or the influence of traditions that have already fallen out of use. » [2]. Based on this, we can say that at a certain time comes the moment of the need for renewal, modernization, drastic changes in the system of public power as a whole and its components, and if this does not happen, it leads to serious mistakes in domestic and foreign policy.

According to the principle of consistency, public administration and administration is an open social system. It functions in direct contact with other systems and is dependent on changes in the external environment of its functioning. Changes in the external environment create influences on the system of Public Administration and administration, which causes the need for adequate equilibrium reactions in accordance with these influences in the form of changes in both the nature of its activities and, if necessary, the system itself in terms of its organizational and functional content. If the system is not able to respond adequately to external changes in the conditions of its functioning, it eventually loses its own legal capacity and ability to achieve its goals, and becomes vulnerable.

The system of Public Administration and management has its own functional load – a purpose that is realized through the functions inherent in it as a system. A function is the transformation of an assignment into an action. A function is the potential ability of a system, due to its own capabilities, to perform appropriate actions to achieve certain goals in conjunction with other functions of the system. Under the own capabilities of the subject of Public Administration and administration, first of all, from the point of view of the content of Public Administration and administration, we should understand techniques and technologies for exercising power. A process is a set of actions to implement the corresponding functions of the system to achieve the goals set, that is, it is an implemented function. The quality of the result – the achievement of the set goals-depends on what techniques and technologies are provided for the processes, that is, the implementation of the inherent functions. The maximum implementation of functions, that is, the unconditional achievement of the set goals, is possible only at the expense of effective and efficient processes and procedures, modern techniques and technologies that ensure certain processes. Outdated techniques and technologies do not allow you to achieve the maximum possible result required for the system.

The processes of Public Power are provided by certain power technologies that create opportunities for turning its purpose into actions and achieving the goals of the system – the
maximum effective result: qualitative and quantitative. The quantitative and qualitative result of its activities depends on the modernity and effectiveness of power technologies used by a public authority as a system, that is, the quality and stability of the social state and the efficiency of using a public resource. By default, the public administration and administration system must, in order to achieve maximum results and efficiency, have the most up-to-date characteristics and use the most up-to-date power techniques and technologies in all areas of functional purpose. This is the key to timely equilibrium response to external changes and challenges and maintaining the stability and stability of the managed system. Otherwise—the failure of the system to meet external influences and challenges, the goals and objectives of the subject of Public Administration and administration, as a system, should change accordingly to changes in the conditions of existence and activity, but also require changes in the characteristics of the system in order to properly perform these new tasks and achieve new goals. As Ruth Hubbard and Gilles Paquet point out, the public administration system is a complex adaptive system that can be compared, in some ways, with an eco-system. This system consists of a significant number of active actors and relationships between them. All this is in a continuous evolutionary process. In order for such a system to maintain its functioning from within, to grow and update, control devices must be sufficiently diverse and have the ability to change in a timely manner [3].

If we take the activities of market economy entities as an example, then the processes of their modernization, renewal, technical and technological re-equipment are pushed by the competition that exists in this area. A special feature of Public Administration and administration is that this system is a certain monopolist in its industry. That is, the system of Public Administration and administration, de facto, has no external natural incentives or forces to update and systematically modernize. In this case, the system may become outdated and become archaic in terms of its own structure, techniques and technologies for exercising power. The driver of renewal and modernization could be a developed civil society, but in the absence of such a system, there should be mechanisms and tools that encourage the system of Public Administration and administration to be systematically cyclically updated.

5 Conclusions

The practice of public authorities shows that very often there is a situation when the constructed model of the subject of Public Administration and administration loses the ability to self-development, optimal, effective renewal and modernization depending on changes in internal factors and external environmental conditions. This negatively affects both the local results of the activities of the public authority and the state of the managed public system as a whole. Existing in the practice of Public Administration and Administration Systems of adaptive management and assessment of the quality of activities of public authorities make it possible to manage the dynamics of individual certain indicators or their groups without "affecting" the entire system of the public authority as a whole in a comprehensive manner. In this case, the adjustment of certain areas of activity of the public authority does not lead to a comprehensive update and modernization of all elements of the system, processes, techniques and technologies for exercising power. The consequence of this is the discrepancy between the characteristics of the system of the public authority body - the subject of Public Administration and administration, new challenges and conditions of activity, which can lead to further atrophy of power and a crisis in public relations.

The proposed concept of managed system evolution of the public authority aims to create a "standard protocol" of systematic cyclical renewal and modernization of the entire
system of the public authority and its activities – formalization of these processes in a reasonable mode. According to the authors, this will create an opportunity for the public authority to respond to external changes in a timely manner, have the best techniques and technologies for exercising power, and on this basis organize high-quality, effective and efficient processes of its own activities.

References