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## **THEORETICAL ASPECTS OF PUBLIC ADMINISTRATION**

### **Abstract**

*The basic theoretical foundations of public administration are revealed. The historical stages of formation and development of public administration are investigated; it is proved that in the twentieth century the increase in the efficiency of public administration is achieved through decentralization. Changes in the theoretical approaches to regional and local self government, namely the orientation to the initiative on the part of the territories, lead to a reorientation of policy towards decentralization, which creates conditions for horizontal cooperation for a more detailed understanding of the real problems. The analysis assists to determine the characteristic differences between the notions "state governance", "public governance", "public administration". It is established that public administration: ensures the implementation of decisions of the authorities; applies democratic, open, liberal forms and methods of management of public, social, social and economic development of the country*

**Key words:** *public administration, publicity, democratization, society, governance, decentralization, state.*

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## ТЕОРЕТИЧНІ АСПЕКТИ ПУБЛІЧНОГО АДМІНІСТРУВАННЯ

### Анотація

*Метою статті є дослідження генезису світової та вітчизняної думки з теорії публічного адміністрування, її базових понять та формулювання рекомендацій щодо децентралізації управління в контексті українських реформ.*

*Наукова новизна полягає у обґрунтуванні основних теоретичних засад публічного управління. Процес становлення публічного адміністрування в сучасних умовах перебудови державного управління є предметом дослідження багатьох зарубіжних і вітчизняних учених та фахівців-практиків. Досліджено історію створення і розвиток публічного адміністрування, різні підходи до теоретичних засад державного управління; доведено, що в останній час основним шляхом підвищення ефективності публічного управління є демократизація. Система державного управління західних країн пройшла декілька етапів розвитку. Сьогодні у світі функціонують відповідні наукові товариства та інститути, що займаються новітніми розробками методів управління державою, принципів побудови взаємовідносин між громадськістю та владою. Встановлено, що публічне управління вирішує стратегічні завдання державних органів та підприємств, перш за все, з урахуванням всіх факторів в певній сфері і держави в цілому.*

*Висновки.* Зроблений аналіз допомагає визначити принципову різницю між поняттями "державне управління", "публічне управління" та "публічне адміністрування". Публічне адміністрування стає невіддільною частиною соціального устрою, без якого діяльність, співіснування населення, як індивідів, так і загалом суспільства, неможливі. В цей період сформовано нову парадигму державотворення, що заснована на залученні громадськості до управління, відкритості дій влади, використанні новітніх технологій.

*Ключові слова:* публічне адміністрування, публічне управління, демократизація, суспільство, влада, децентралізація, держава.

**Introduction.** At present, globalization in the world determines a special attitude to public administration, which in turn ensures the interaction of society with the government and its functioning as a whole. Despite the fact that Ukraine is trying to meet modern needs in the legal and government sphere, the system of public administration remains of insufficient quality. Corruption and bureaucracy create a struggle for spheres of influence, public opinion on the state system is not taken into account properly, which reduces the efficiency of state structures and responding to the demands of society. To increase the efficiency of government and its functioning in

Ukraine, it is necessary, taking into account the socio-economic situation, to study the practice and experience of leading countries and practically apply their achievements

**Analysis of recent research and publications.** Sound foundations and concepts of the theory of public administration are set out in the works of the following prominent foreign scholars: M. Weber, D. Wilson, J. Habermas, D. Greenwood, G. Simon, M. Follett, etc. The process of formation of public administration in Ukraine covered the following domestic scientists such as Borislavska O., Zaverukha I., Zakharchenko E. [1], Volchkova L.T., Menshikova G.A. [2], Zagorsky V.S. [3], Kalnysh Yu.G., Lozynska T.M., Tymtsunyk V.I. [4] and others. It is necessary to note the significant role of their scientific developments in improving the efficiency of public administration in Ukraine. The basic categorical apparatus of the theory of public administration is investigated in the works of Kolesnikov K.O. [5], Menshikova G.A., Pruel N.A. [6], Mironenko O.M., Gorbatenko V.P. [7], Obushna N. [8] and others.

**Formulation of the objectives of the article.** The aim of the article is to study the genesis of world and domestic thought in the theory of public administration, its basic concepts; formulation of recommendations on decentralization of management in the context of Ukrainian reforms.

**Presentation of the main research material.** The process of formation of public administration in modern conditions of public administration restructuring is the subject of research of many foreign and domestic scientists and practitioners. The experience gained over the centuries has created the basis for the formation of public administration (public administration) as a science, the fundamental provisions of which are implemented within the European model of civilization.

The modern model of civilization is based on the principles of democracy, legal freedom of citizens, in which more active members of society participate in political processes. Analysis of the results of its implementation shows that the effectiveness of reforms in the system of public administration is directly related to changes in public life [1].

As a result, Western governments are constantly improving the concept of public administration in their countries. Development and implementation of the latest management practices in the institutional and socio-economic spheres contribute to improving the efficiency of the public sector, the quality of administrative and public services.

In the XXI century, publicity plays a significant role in the power structure. The public has significantly expanded the boundaries of relations with the authorities: the space of public communication has increased, the population has the opportunity to directly participate in the management of state processes. At this time, there is an increase in the efficiency of public administration, which is manifested in a better ratio of management costs and expected results.

The system of public administration in Western countries has gone through several stages of development. Originally borrowed by Ukrainian scholars, the phrase Public administration had an unambiguous interpretation - "public administration"; Later, researchers discovered the polysemantic nature of this concept, which,

depending on the context, translates as "public administration", "public administration" and even "public administration", "government at the state and local level", "public administration".

In the normative-legal perspective, the Constitution of Ukraine defines the people as "the bearer of sovereignty and the only source of power. The people exercise power directly through state authorities and local self-government bodies."

"Administration" is the distribution of powers and responsibilities between the participants in the process and information and communication support of vertical and horizontal coordination between the subjects of government [2]

In the context of management, the term "administration" is used mainly as an organizational and administrative method of public administration, it is bureaucratic, based on the power and authority of government, ie on the basis of decrees, orders, directives, instructions and instructions, and is used mainly by executive public authorities in the person of civil servants. In summary, the meaning of the term "administration" is defined as the actions of officials to provide public (public) services to citizens of the country [3; 4].

In the Encyclopedia of Public Administration, public administration is considered as a kind of administrative activity of public authorities, through which civil society and the state ensure the self-government (self - government) of the social system and its development in a certain direction. Considering the historical aspect of the formation of public administration (Public Administration), it should be noted that during the existence of mankind, the relationship between the subjects and objects of public administration has been constantly changing [3].

In order to improve the living standards of the population and the country as a whole, scientists have studied the stages of evolution of relations, analyzed the impact of external and internal events of the state and reached appropriate conclusions. This is a kind of monitoring of social efficiency of all levels of government. Today in the world there are relevant scientific societies and institutes engaged in the latest developments in methods of governing the state, the principles of building relationships between the public and government. Even more - Public Administration was introduced as an educational subject in Western universities. This science contains interdisciplinary knowledge, it is formed at the intersection of several research fields: politics, sociology, economics and more. Western researchers give an authoritative preference to this science, assign it a significant role in the system of public administration, taking into account the basic principles that take into account the national, economic, cultural characteristics of the state [5; 6].

The beginning of the emergence of administrative law can be considered chamberlain, which described the processes of administrative management. In-house science aimed to study ways to obtain maximum income, in particular from in-house property. Well-known experts in chamber sciences were: Gornek, Sonnenfels, Zeckendorf, Schroeder, Justi. In 1752, departments were opened in Vienna, and in 1755 in Göttingen. Many scientific works have been created, which were mostly practical and instrumental in nature, which analyzed the issues of increasing the

"efficiency" of management, strengthening and expanding state power, supporting the economy and increasing general welfare.

From the seventeenth century. to the middle of the XIX century. The principles of paternalism (from the Latin *paternus* - paternal) are becoming more widespread, when public administration is built in such a way that society becomes completely under control, the state gains power not only over the people but also over the individual. At this time, the institutions of state administration are being formed, and rules of conduct for citizens are being created [7].

In the XVIII-XIX centuries. relations between the state and society are increasingly constitutional and democratic. The German scientist Lorenz von Stein gave the leading role to the executive branch, whose actions in public administration are definite. In a society where there is injustice, inequality, the desire of the rich to have an advantage over the poor, it is the state as the highest form of government in society must resolve these disputes, ensure a certain material and spiritual level of each citizen. The will of the state should not be a reflection of the will of a political force or class, it must correspond to the total will of all individuals. According to Stein, only the state is able to raise the disadvantaged masses, the weak class to the level of rich and strong, to restore equality and freedom that existed before the creation of society. Thus, according to the author, the social aspect is the main one, so the regulation of the public sphere (administration) falls under the responsibility of the state, which must ensure the social welfare of society.

The second half of the twentieth century. the next stage of development of Public Administration is inherent. A. Turen considers publicity, in which the direct participation of the population in social management is possible and necessary. In turn, P. Drucker stressed that decentralization in governing the country is fundamental, it requires considerable attention and restructuring, and public actors play a key role in the power structure of the state, relations with which should be built on trust and respect for each other. one. The introduction of Internet technologies contributes to changes in the social and economic spheres. Power through the exchange of information becomes more productive, the civilization of mankind reaches a new level of development. M. Castells researches and proves the effective influence of Internet technologies on the formation of publicity, which contributes to the emergence of new mechanisms in solving social problems.

In the 1950s of the twentieth century. methods of systemic and structural-functional analysis, behaviorist approach to the study of social phenomena are spreading. The behavior of individuals, social groups in the relations of management at the state level is investigated, the developed results are used in the theory of public administration. At this time, such concepts as "public opinion", "personality", "belief", "instruction" were introduced into scientific circulation. R. Simon substantiates the close relationship between the effectiveness of the public administration system and the behavior of individuals and groups of employees in general. The famous philosopher and political scientist A. Helen argued that "public administration is a fundamental anthropological institution whose activities are aimed at maintaining a stable social system." According to the Italian expert B. Mafioletti, improving the

efficiency of public administration is impossible without simplifying administrative procedures, overcoming conflicts between various bodies and branches of government to expand their powers, which leads to limited state intervention in local affairs

The experience of foreign countries and the latest scientific research allow us to identify the following prerequisites for the successful implementation of decentralization processes and effective governance in the system of decentralized power: the establishment of the rule of law; recognition and guarantees of local self-government; equal legal protection of all forms of ownership; democratic and effective electoral legislation; independence, efficiency, accessibility and transparency of the judiciary, the functioning of institutions of administrative justice; perfect budget process and high financial discipline; availability of adequate social standards; developed public sector or steady trend towards its development; other prerequisites [8].

Public administration becomes an integral part of the social system, without which the activities, coexistence of the population, both individuals and society as a whole, are impossible [9; 10].

During this period, a new paradigm of state formation was formed, based on public involvement in governance, openness of government actions, and the use of the latest technologies [11].

Thus, the historical analysis of the formation of public administration in the progressive countries of the world confirmed its special role in the modern living conditions of mankind in general and the Ukrainian community in particular.

**Conclusions and prospects for further research.** During the 1980's and 1990s, more and more countries abandoned the traditional model of public administration. The rigid form of government, inherent in most countries of the twentieth century, turns into flexible, economic and market relations, changing the role of power structures in society and the relationship between the subjects and objects of public administration.

Public administration becomes an integral part of the social system, without which the activities, coexistence of the population, both individuals and society as a whole, are impossible. During this period, a new paradigm of state formation was formed, based on public involvement in governance, openness of government actions, and the use of the latest technologies.

Thus, the historical analysis of the formation of public administration in the progressive countries of the world confirmed its special role in the modern living conditions of mankind in general and the Ukrainian community in particular. To understand this role, it is important to have a clear idea of the concept of "public administration", which corresponds to a certain historical period and requires constant development of its content.

The analysis makes it possible to understand the characteristic differences between the concepts of "governance", "public management", "public administration". Namely, public administration is characterized by the predominance of administrative and organizational influence of the state; insufficient reliance on the public sector; performs the functions of regulating the economic, socio-cultural and administrative-political spheres. Public administration: ensures the implementation of government

decisions; applies democratic, public, liberal forms and methods of managing the social, social and economic development of the country.

Public administration: ensures the interaction of the interests of the state and the people; relies on state power, is supported and provided by it; involvement of society in socio-economic and social, social and political processes; extends to the whole society and beyond in the field of international policy; the state provides public management of system quality; carried out within the rule of law, thanks to a legally regulated and practically effective mechanism of public control over all bodies of state power and local self-government; public administration operates systematically, combining the functioning of such structures as the mechanism of the state, the state apparatus, the civil service and public manifestations of society.

The directions of further research are that Ukraine needs systemic changes in the social, political and economic spheres, which will ensure a high standard of living, social standards and democracy. In line with the new political system and European standards of public administration, it is necessary to bring the appropriate model of governance inherent in the European Union.

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