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A SYSTEM OF STATE AND PUBLIC ADMINISTRATION AS A PRODUCT OF DEMOCRATIZATION OF THE WORLD COMMUNITY SOCIAL DEVELOPMENT

This article is aimed at theoretical presentation of a system of state and public administration as a product of further democratization of the organizational and power authorization. Obtaining of such specific product as the system of state and public administration means theoretical proof of the ontological integrity in organizational interaction of state and non-state power forms on the basis of advanced communication process.

Current legislation of Ukraine provides certain opportunities for creative cooperation of the state authorities with the civil society, but technologies and methods of such cooperation still need to be implemented and improved. The following researchers and specialists of Ukraine studied and developed methods and forms of such cooperation as well as the ways of its effective implementation: A.M. Kolody, V. Knyazev, A.V. Litvinenko, V.I. Melnichenko,

N.R. Nyzhnyk, G.G. Cheptsov, V. Palamarchuk, V.F. Pohorilko, M.O. Pukhtyns'kyi, V.P. Rubtsov, G.P. Sitnik, O.I. Sushynskyy, V.P. Udovychenko, A.F. Tkachuk, V.V. Tsvetkov, S. Janiszewsky and others.

Specific methodological problems of power and public cooperation improvement were considered in the works of A.F. Andreev, V.D. Bakumenko, O. Berdanovoyi, O. Boyko-Boychuk, V. Vakulenko, M.D. Vasilenko, B.A. Gajewski, O. Halatsan, V. Garashchuk, J. Hontsiazha, N.V. Hnydiuk, V.P. Gorbatenko, G.V. Zadorozhny, V. Campo, E.V. Kovriga, V.S. Koltun, V. Kravchenko, V.S. Kulbida, J.P. Lebedinsky, M.M. Lohunovoyi, V.I. Lugovoi, V.A. Rebkala, V.A. Skurativsky, V. Smolovyka, J.P. Surmina, V. Tokovenko, V.A. Chess, M.F. Shevchenko, S.A. Chukut and others.

One cannot but pay attention to the fact that cooperation of the state authorities with the public, wide involvement of the civil society in the state affairs, the democracy in general is a natural condition for statehood of the countries used to be located in the territory of Ukraine beginning with the very first state formations. This feature is inherent to Ukrainian mentality.

The historical experience shows that as soon the authorities stopped or suspended cooperation with the community, the latter began showing dissatisfaction developed into strikes and liberation, so as a result the crisis was about to happen in the country. Understanding of this fact is highly important for Ukraine in the present stage of its development, which is proved by the analysis of the basic reasons causing elevation of democratic spirits of the Ukrainian people in November – December 2004 resulting in the so-called ‘orange revolution’.

There should be two factors available for formation of the system of state and public administration (SSPA): the ground and the conditions. Hereby the ground is in the very phenomenon, namely in the organizational interaction with the state power bodies and civil society organizations (CSOs) based on the complex of relationships between them while the necessary and sufficient conditions are beyond these relationships.

The organizational interaction between the state authorities and CSOs acts as a mechanism for generation of the SSPA as a

product of the public administration democratization. We proceed from the definition of organizational interaction formulated by M.Tulenkov. So, in the broad sense, the organizational interaction is a type of social interaction, which is the comprehensive and inter-coordinating link of the organizational system elements (organization) and its administration structure with their simultaneous and coordinated interactions with the surroundings. In the narrow sense, these are activities of the actors of organizational structures (contractors, partners, providers), which may be economic entities and management bodies (physical and legal persons, officials) mutually beneficial and coordinated by targets, time, place and resources.

In any social formation (enterprise, organization, company etc.) organizational interaction occurs by distribution of authority, functions and mutual obligations between structural divisions, administrative levels and employees. Forms of organizational interaction are determined on the basis of the status of the structural division or an employee, the performance technologies, the forms of the communications development and so on. As a rule, it is organized, by the executives and managers responsible for control and coordination functions, or established as a self-organization mechanism on the basis of voluntarily agreement of the parties as to the joint activity.

Organizational interaction is a multilevel system with a wide range of distribution of organizational capacities between subjects of administration, that allows identifying and clarifying their goals and a set of formal and informal communications and relationships between them. Organizational interaction is exposed in various forms: cooperation, consensus, coordination, hegemony, control, domination, leadership, isolation, neutralization, struggle, rivalry and so on. In the complicated systems of social administration with a branched hierarchical structure the organizational interactions may be vertical, horizontal and diagonal.

The mechanism of organizational interaction based on a system of organizational norms, culture and values has the following: a) individuals (members of the organization) performing certain actions; b) changes in the environment caused by these actions, c) the influence of these changes on other individuals — members of the organizational system, d) reverse reaction of the individu-

als. In this case the method of organizational interaction, usually, includes six main aspects: 1) transfer of information, 2) receipt information, 3) reaction to the received information, 4) revised information, 5) receipt of the revised information; 6) reaction to the revised information.

It is important to take into consideration the diversity of links, relationships, actions and interactions between subjects and objects of the administration within the organizational structures, between related organizations and the environment as well as the fact that all of them reflect complicated organizational and managerial phenomena and processes with their own structure ever changing under the impact of external and internal factors.

The system of state and public administration of the society forms as integrity only on condition of the morphological and functional compliance of the state authorities and the civil society. Let us analyze the unique connections (functional bodies) proposed by E.Yudin, namely: structuring, interaction, conflict, generation, transformation, functioning, development, administration and correction, which provide establishment and sustainable functioning of the mechanism for formation of this integrity.

Structuring links form the morphological channels of being and the direction in which the organizing state cooperation and CSO correlate. They create the opportunities for SSPA formation as a product of interaction of the above power holders. This type of connections creates a special morphological structure in the state social organism, which in the scientific literature is called 'hemostat'. The hemostat is a basic functional concept of the information processing mechanism. It is implemented on a variety of physical media.

Interactions between the state and CSO occur when two forms of power are available and create conditions for a dynamic correlation obeying the special laws of information correlation. The state can implement its organizational potential due to a special quality of the normative information, and the civil society – due to the reporting information.

Conflict links expose the available contradictions between the behavior of the state, specified by its striving to conduct reforms in the country, and by the needs of the CSO. Conflicts always

arise in any country of the world. Their origin also may be different. For example, Maydan of Ukraine resulted from the mass dissatisfaction of the civil society with the actions of the state leaders. Population in Greece and Italy is currently dissatisfied with the restrictions of education and salaries, in France — with the immigration policy of the state. In America the people are opposed to the consequences of the decisions by the country leaders in the military sphere, economic stagnation and current financial crisis.

Links which create self-control mechanisms of the country in the structure of the system are the channels, by which the organizational potential of the state expands along with appropriate CSO political participation in the state administration. People vest a state with the powers while the state initiates creation of various segments of the civil society functioning and pursues policy in keeping with the needs of the civil society accumulating alongside its own organizing capacity. Modernization of the state system can not exceed too far the development of civil society because it leads to a dictatorship of the state and the generation of new Leviathan. Localization of organizing interaction between state and CSO in the space and cyclization in time is a system of self-regulation of the country social organism.

Links of transformation contribute to the situation when any ordering action, an attempt of the state to organizing activities is never left beyond attention of the civil society.

This is due to their interdependence as the morphological integrities that are integral elements in the structure of social self-regulation system. Although there are moments when civil society consciously or subconsciously does not obey the laws, as it is happening in Ukraine, or ignore the initiatives of the state, for example, government starts the war and the people of the country does not support it. But usually this is an exception. A more regular form of the state and civil society coexistence is a tendency to move from the disordered state to a more orderly way of things.

Links of functioning form the most complete discourse of manifestation of the organizational interaction between state and CSO since exactly here one can find their various options. In this case the organizational interaction leads to creation a unique product — a qualitatively new nature of activity of the self-regulation

system of the social whole, characterized by the ability of the social organism of the country by itself to manage its contradictions, which spontaneously arise in the course of everyday people life. It is done by the concerted actions of the people. We call this new state of self-regulation 'the state and public administration'. SSPA is actually a type of functioning of the self-regulation system for the country social organism upgraded to the needs of the current period.

Links of the development known to us as phenomena called 'a social change', 'transformation' or 'modernization'. For example, the Ukrainian researcher I. Predborska indicated: "A social change' should be viewed as a starting concept of social-philosophical analysis of instability in the society". Unlike the concept of 'the social development, which is used mainly in domestic social science literature, the concept of 'the social change' does not provide obligatory transition from stage to stage, clear-oriented development and examines the whole diversity of all possible states of the society³.

The Ukrainian researcher M. Mikhalchenko considers modernization as a part of transformation:

"...transformation, change, development can be oriented to any direction: forward, backward, sideways, in circles, and other ways. Modernization orients society and its structure for improvement, advanced development and implementation of new goals, objectives, priorities and strategies. Modernization is a creative and transformational function of the development"⁴. A sustainable development is an ideal for the present day.

Administration links give us the unique interaction between state and CSO as two powerful subjects capable to administrate the subjects on 'subject — subjective' relations principle. Self-organizing effect is caused by the fact that both participants involved in the reproduction of administration links within the social integrity are capable to administration and therefore they provide the self-organizing process pivot.

Based on the foregoing, we may conclude that SSPA is a different level of administration that requires other parameter of administration than the power functioning within the state or a civil society as self-sufficient elements of the whole. So such parame-

ter is certainly in place — it is a distribution of powers as a parameter for administration of the state and civil society organizational potential. This administration parameter has its specificity: on the one hand, it is formed spontaneously, on the other — it is purposefully distributed between the state and CSO. So within the social organism of the country the distribution of powers can be considered as a parameter of administration of system for self-regulation of the whole, because it affects not only the state power and the power of the civil society, but also establishes among them certain proportions of influence on each other .

Links of correction provide a mechanism for mutual influence between the state and CSO as non-governmental power by the principle of the external complementation. Still many authors continue to ignore or simply do not understand the decisive role of feedback in the process of administration. The correction takes place not just as a response to the feedback, but to negative and positive feedback inherent in the so-called functional systems. They are inherent in any living systems. The discovery of the feedback principle became not only an outstanding event for development of technology, but also had extremely important implications for understanding the processes of adaptation, administration and organization. Feedbacks are the basic factors in forming the system properties and thesaurus in purposeful behavior.

In the system of the state-public administration the relations of the state and the public, the influence of CSO on the state are the elements of a feedback mechanism. Causes and effects are reversed and it is not significant what comes first. The concept of public relations gained wide recognition in scientific practice from theoretical studies by S. Black, E. Bernays, S. Katlip, A. Sentera, G. Brum, F. Buari, L. Matra and others. In modern science the theoretical research in the PR sphere are conducted by F.P.Saytel, DM News, and J. Van Slyke Tork, D. Krukeber and others.

Despite the interest of scientists to many aspects of the problem, there is a lack of comprehensive PR studies as an integral public administration phenomenon that has a certain objective conditionality, stability, system and continuity, as well as a significant specificity compared with public relations in other spheres of public life. Though public relations objectively exists as a social institute, its institutionalizing in the state administration re-

quires certain purposeful efforts as to creation of the legal framework and formation of the effective functioning mechanisms in according with the social needs for establishment of the state and public⁵.

Now let us transfer to the main element of the research: creation of the main product of the process of public administration democratization — the system of state and public administration of the social development. The term ‘social development’ means that this body should organize the whole range of social relations, in which the CSO is actively and directly involved.

To construct a heuristic model of the state and public administration model of the social development based on a comprehensive democratization of the social and political relations, which is possible at the heuristic level, because CSOs are present in all spheres of public life, means to create a certain edifice with a concrete general function in its core using the concepts that describe the social organism of the country. This is possible in principle, because “every concept has its place in the system for which it is solely defined and determines its value and limits of application” — wrote F. Schelling⁶.

Proceeding from the available literature on political studies and the source base of the public administration, the elements, in which CSOs of any country should be involved are as follows: a) the state administration mechanism; b) government administration machinery, c) state administration authorities, d) institute of public administration, g) principles of organization and activity of the public administration.

Next, let us examine the elements of CSOs for their possibility of organizational cooperation. The logic of creating the sufficient conditions is strictly determined by the above, since the system of the state administration in its vertical structure requires from civil society also to establish their own representative vertical for the organizational interaction.

The above material clearly suggests that civil society should build their own vertical organizations for cooperation with the system of the state power bodies that has a tough vertical structure, and determine their representatives at every organizational level. They have become, in a definite sense, the elite of the civil

society and to ensure the communicative function of the civil society and the state.

Centers of social partnership may implement such integral function at every level of the organizational system of the country, which means to provide CSOs cooperation with: a) a state, b) local authorities and c) business. Their position in society may be similar to that of the members of a jury.

Morphologically the newly created SSPA in its potential exists long ago, as we attach it to the system of social self-regulation of the country, where four branches of power exist: legislative, judicial, executive and public opinion or the mass media. The latter as a result of a number of special studies we call 'the power of civil society'. This means that no other new bodies or structures should appear in the social organism of the country. One may talk about development of the civil society structures, for example at the account of formation of a number of organizations, including those that are involved in social development administration.

In the functional dimension SSPA acts on the principles of the social partnership. Correlation and interaction of the CSOs with the public administration mechanism are the most important for the effective democratic process, when SSPA created and recreated. From the analysis of the available scientific literature and researches of scientists who defended PhD and doctoral theses, mostly at the the National Academy of Public Administration at the President of Ukraine, it may be a social partnership, which should be simultaneously viewed as a principle, a mechanism, an instrument, a method and a technology of the integrated organizational interaction of state and CSOs.

The model of social partnership is widespread and well examined from all sides except democratization of the public administration. The V.I. Vernadsky Library contains more than four hundred dissertations on this problem. Researches gave their positive assessment to the administration on the basis of the social partnership in all spheres of functioning of the state authorities and are completely consistent with the structure of our analysis of the CSOs capacity to engage in the organizational interaction with the state.

According to Presidential Decree No 34/93 On National Council of Social Partnership the said Council was founded for coordinated solution of the issues arising in the social and labor spheres, in relations with Government of Ukraine, businessmen. The National Council composition was as follows: from the government of Ukraine — 22 persons, from the business associations — 22 persons, from the associations of trade unions of Ukraine — 22 persons. The social partnership mechanism once it is importance recognized by the state becomes indispensable if to add recommendations of scientists who studied the manifestations of social partnership in different economic sectors and at different levels of government.

The goal of the social partnership is to achieve social peace in society, provide a balance of social and economic interests, prevent conflicts and create the necessary conditions for a gradual economic development and raising living standards of the parties.

The social partnership has the following forms: joint consultation, collective negotiations and conclusion of contracts and agreements, approval of policy of incomes and social and economic policy in general on the national level, measures to protect the national labor market in conditions of globalization; a joint solution of collective conflicts; organization of the procedures for reconciliation and arbitration; participation of employees in production management; joint management of social insurance funds; review of the claims and control for implementation of joint arrangements.

So, we are firm believers that convinced that the state and public administration should be underlain with the social partnership as the most effective way of organizing interaction/communication of the government authorities and CSOs, as it covers all areas of work and structural levels of the state and society.

The limits of democratization, or a measure of political participation of CSOs in the implementation of governmental authority. O. Chemshyt, for example, stated that the democratic positivism of the social system is maintained when a level of its centralization is provided by 80% of the national resources, while the rest of their resources come from political involvement.

We share a view that the power of state and the power of the civil society, as variations of the same material in the structure of the social organism of the country, interact in the form of organization and self-organization generating a special kind of organizational interaction where 75–80 % of activities must belong to the state and the remaining – to CSOs.

On the basis of the conducted analysis we can systematize the theoretical material and provide the analysis results in table 1, which shows the main characteristics of the state and public administration.

The above suggests the following conclusions.

First, the state power dictates conditions and rate of the SSPA formation. It is its tough vertical structure that requires the appropriate structure of the civil society and its functional capabilities with their representatives identified at every organizational level

Second, the state power can not communicate with the all CSOs, even within a single administrative district, because their representatives are usually in constant conflict and have opposite views on various issues, therefore, the centers of social partnership should be created to adequately reflect the dominant standpoint of the local community or referendums whole be held in order to seek consensus or at least compromise.

Third, the analysis proves that there should be three types of communication of the state authorities with CSOs: the first operational type provides that any CSO should interact with the state power bodies to address the urgent locally developed situations as there may be many of them; the second tactical type provides the ongoing interaction between that CSOs that reflect the opinion of the territorial or national community at the district, municipal or regional level concerning expert assessment of the social development problems and implementation of the made decisions; the third strategic level provides that CSOs should attract attention of the state authorities to creation of the legal framework for CSOs, creation of their representative organizational structure both in the country and abroad, accreditation of the international organizations, representatives of the global civil society in the

Table 1

Characteristics of the State and Public Administration System

Parameters	The following elements should provide a sustainable framework of the state power and CSO interaction:		System of State and Public Administration
	State	Civil society (CSO)	
Institutes	Public administration institute	Civil society institutes	Territorial and sector centers of the social partnership
Staff	Staff of the public administration	Public councils, collegiums. Institute of consultants and advisors	Centers of social partnership of the Institute of advisors, consultants, joint collegiums
Bodies	State power bodies	Analytical centers. Non-governmental research organizations and panels	Centers of social partnership of research and expert support
Structures of internal representation	Externally oriented state structures: Interstate committees Commission <i>Ukraine-EU</i>	Externally oriented CSOs: Journalists without Borders Doctors without Borders International Amnesty	Externally oriented collective structures and CSO
Principles	Principles of organization and implementation of the political (state) power	Principles of organization and implementation of the CSO political involvement (non-governmental power)	Integration principles for organizational interaction of the state and CSO
Methods of public and individual administration	Enforcement instruments inherent in the state (army, secret service, committees / national security councils, police/militia, intelligence and counterintelligence, customs (to some extent), prisons, correctional institutions and others.)	Owing to the influence based on search for balance and innovation activities (science and practice, protection public initiatives, for example ecological, anti-war, saving of resources etc.)	Democratic style of administration based on the state enforcement and CSO impact
Mechanism	Mechanism of public administration	Mechanism of political involvement of CSO (population) in public administration	Social partnership mechanism

country, which requires extensive use of expertise tools and social development projections.

Fourth, the centers of social partnership should be staffed by specialists who have legal or managerial training in order to perform analytical, forecasting, organizing and supervisory functions in cooperation with public officials and bodies.

Fifth, the necessary conditions for the formation of SSPA are formed, but the formation of the same morphological structure occurs spontaneously but everywhere in the spheres of possible in-

teractions. What is really needed in this case are the sufficient conditions to form this type of functioning of self-regulation system of the country social organism, because morphologically SSPA system is a part of a more powerful system and the point is to intensify CSO and to delegate part of the functions from the state to civil society on the principles of decentralization and deconcentration of state power.

Sixth, the mechanism of the SSPA functioning and development requires technology for implementation of the social partnership in the public administration practice, which is proved by a great number of defended dissertation in various subject matters of state bodies functioning in this discussed. It is not accidental that problems of the social partnership are the subject of special attention from researchers, especially those who are exploring issues of state building.

We consider promising the following directions in the development of this problem:

a) study of the international experience of NGOs involvement in public administration of the social and economic development;

b) creation of an effective regulatory framework of such interaction that integrates the national systems into the international cooperation;

c) effective use of technologies on public involvement in the decision making in the process of preparation and making political decisions by the state

g) To establish an effective organizational communication of the power and public for creation of the social partnership mechanisms;

d) adjustment of the curricula at the universities to enhance elite education for training the national elites to cooperate with the public sector;

e) formation of a democratic civil political and legal culture of civil servants, heads of NGOs and civil society experts.

Keywords: state and public management, organizational interaction, communication, social partnership, the state, civil society organizations, centers of social partnership.

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