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METHODOLOGY'S OF THE SYSTEMIC APPROACH APPLICATION TO SOLVING TYPICAL TASKS OF PUBLIC ADMINISTRATION

The article is devoted to the study of the possibility of using a systemic approach in the processes of optimal resolution of typical problems of public administration entities. The results showed the possibility of using the specified methodology for the formation of a standard protocol for the optimal solution of typical problems of public authorities.

In the work, based on the method of hierarchies, the typical problems of the activity of public authorities are singled out. A detailed correlational and functional analysis of the environment of the problems of public administration subjects and their causes was carried out. The existing applied scientific approaches to solving the problems of power activity were studied and the system approach was singled out as the main methodological tool for the complex solution of problems of this type. It has been proven that for an adequate understanding and modeling of the laws of development of complex systems and their management, it is necessary to use interdisciplinary research, which is based on a systemic approach and uses all modern scientific methods characteristic of both the humanities and exact sciences. Based on the existing methods of solving management problems, theoretical approaches to the formation of the sequence and content of solving typical problems of public authorities have been synthesized. A new vision of optimal approaches to solving problems of the specified class was formed based on an adaptive functional model of management activity.

Based on a systemic approach, a meaningful algorithm for the modernization of the organizational and functional structure of public administration entities is proposed.

Key words: public management and administration, systematic approach, technologies of power activity, adaptability of management systems, management tasks, subjects of public management.

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ЗАСТОСУВАННЯ МЕТОДОЛОГІЇ СИСТЕМНОГО ПІДХОДУ ДО РОЗВ'ЯЗАННЯ ТИПОВИХ ЗАДАЧ ПУБЛІЧНОГО УПРАВЛІННЯ

Стаття присвячена дослідженню можливості використання системного підходу в процесах оптимального розв'язання типових проблем діяльності суб'єктів публічного управління. Результати показали можливість використання зазначеної методології до формування стандартного протоколу оптимального розв'язання типових проблем публічної влади.

В роботі, на основі методу ієрархії, виокремлено типову проблематику діяльності органів публічної влади. Проведено детальний кореляційно-функціональний аналіз середовища проблем діяльності суб'єктів публічного управління та причин їх виникнення. Досліджено існуючі прикладні наукові підходи до розв'язання проблем владної діяльності та виокремлено системний підхід як основний методологічний інструмент комплексного вирішення задач цього типу. Доведено, що для адекватного розуміння і моделювання законів розвитку складних систем та управління ними необхідно використовувати міждисциплінарні дослідження, які ґрунтуються на системному підході та використовують всі сучасні наукові методи, властиві як гуманітарним, так і точним наукам. Синтезовано, на основі існуючих методів розв'язання управлінських задач, теоретичні підходи до формування послідовності і змісту розв'язання типових проблем діяльності органів публічної влади. Сформовано нове бачення оптимальних підходів до вирішення задач зазначеного класу на основі адаптивної функціональної моделі управлінської діяльності.

Запропоновано, на основі системного підходу, змістовний алгоритм модернізації організаційно-функціональної структури суб'єктів публічного управління.

Ключові слова: публічне управління та адміністрування, системний підхід, технології владної діяльності, адаптивність систем управління, управлінські задачі, суб'єкти публічного управління.

Problem statement

The functioning of public management and administration systems is a rather complex process due to many different factors. In the context of rapid social development, complex socio-economic processes, and political and administrative reforms, the problems of increasing efficiency and effectiveness in public management and administration bodies at all levels have become particularly relevant. It is known that many humanitarian disciplines (philosophy, sociology, history, political science, economics, economic geography, Etc.) have gained a great deal of knowledge about the regularities of the behavior of public management and administration systems. However, this knowledge is so complex and extensive that only some existing scientific fields can analyze it.

A modern, generally accepted methodology used in studying complex systems of varied nature is the systemic approach, and its applied form is systems analysis. Systems analysis is an open discipline and serves as a basis for the development and practical application of new methods and approaches to solving non-trivial problems, the formal description and solution of which is considered too complicated or even impossible using traditional approaches. The systems analysis theory has many practical applications, including unstructured, informal subject areas, public management, and administration. To adequately understand and model the laws of development and management of complex systems, interdisciplinary research is used based on a systemic approach and using all modern scientific methods inherent in the humanities and the sciences [3].

A distinctive feature of the modern world is rapid change. They affect all social system components, including the public administration system. For the public management and administration system, compliance with changes is undoubtedly essential, given that the quality and efficiency of both the public management and administration system and its activities determine the quality and condition of the entire managed social system.

Given the above circumstances, it can be stated that the system of public management and administration, as an open-type social management system, should be able to produce and promote practical social proposals: strategies, programs, and development projects, move social resources and efforts in the directions necessary for society as a managed system. This forces timely and meaningful changes in the techniques and technologies of exercising power and adapting the management system to external changes and internal needs, as contemporary issues are complex and challenging. The question arises about the need for appropriate tools for comprehensive solutions to problems of public authorities in the system of public administration and administration. The methodology of the systemic approach offers the necessary comprehensive tools for solving modern problems of public management and administration problems. The use of a systemic approach to solving the problems of public management and administration entities is a guarantee of complexity and completeness of solving problems arising from the helpful content of public authorities [4].

The complexity of the application of complex instruments based on a systemic approach in the activities of public management and administration entities, their absence in the processes carried out by public authorities, inadequate training and functional capacity of public authorities' employees to use them make it necessary to develop methodological approaches suitable for practical use to solve typical problems of public authorities and make it an essential task for scientific research.

Analysis of the latest research and publications

Leading researchers have actively developed the conceptual foundations of the functioning of public administration mechanisms: V. Averyanov, O. Amosov, G. Astapova, G. Atamanchuk, V. Bakumenko, I. Bulieieva, P. Yegorov, O. Yeryomenko-Grygorenko, V. Knyazev, O. Kovaliuk, V. Kolomyichuk, O. Korotych, M. Kruglov, A. Kulman, M. Lesechko, Y. Lysenko, V. Malynovskyi, O. Mashkov, N. Moiseiev, N. Nyzhnyk, O. Obolenskyi, H. Odintsova, R. Rudnytska, Z. Rumyantsev, Y. Tikhomirov, L. Yuzkov.

However, the general principles of public management and administration mechanisms are developed sufficiently. In that case, the use of the systemic approach as a methodological tool and, on its basis, the solution of organizational and functional problems of public authorities require both research and development of scientific justification for its practical implementation in government activities.

It should be noted that when studying public management and administration systems, scholars face several problems caused by the peculiarities of the public management and administration sector, which can be formulated in the following factors:

- most management decisions are multi-step and serve the interests of the organization and the functioning of stationary system-forming processes rather than the achievement of specific goals and objectives;
- actual management processes take place in conditions of the general inconsistency of goals and interests of system participants, so a significant part of decisions is aimed at regulating and resolving internal system conflicts;
- the expert knowledge used in the process of assessing the state of the system and the effectiveness of particular interventions is subjective; the views of different experts are determined by professional and other interests, which leads to an objective contradiction in the integrated model of expert knowledge;
- the processes taking place in the objects of public management and administration and the environment are characterized by a high number of random events and components and a low level of apparent cause-and-effect relationships, which makes them difficult to formalize and predict;
- the volume of initial data and information sources could be much higher and more reliable, irregular, and non-stationary, complicating statistical methods.

The study of the world and Ukrainian experience of public authorities reveals that a systemic approach is an effective tool for solving many of the above problems in implementing public management and administration tasks. Its use makes it possible to conduct a detailed analysis of the system's components. It offers scientific tools, considering all the features of the elemental components of the research object.

Therefore, the issue of systemic renewal or modernization, in fact, of both public authorities as a whole and their activities, based on a systemic approach, is the subject of current scientific research and development.

Formulation of the research objective

The study aims to systematically analyze the typical problems of the functioning of public management and administration entities and to develop and substantiate approaches to their practical solution, considering the existing external challenges and internal changes.

Presentation of the primary research material

According to Professor O. Rohach, the key feature of a subject of public administration is the activity principle – the implementation of public administration. It is based on bodies for which administration is the primary type of activity – executive authorities and local self-government bodies. Despite the wide variety of public administration entities, they all have common features that allow them to be differentiated as such. These features are due to an everyday functional activity – implementing public administration. Therefore, a public administration entity is a public authority that carries out public administration: and provides administrative services or organizational and administrative activities.

The term "public management" was first used by the English civil servant Desmond Keeling in 1972. "Public management is the search for the best use of resources to achieve the priority goals of public policy" [2].

According to the systems theory, public management and administration are unique open social systems with inherent structure and functions. It carries out its activities in direct contact with other systems and depends on changes in internal factors and the external environment. Changes in the external environment impact the system of public management and administration, which necessitates equilibrium reactions adequate to these impacts in the form of changes like its activities and the system's organizational and functional content. If the system cannot respond appropriately to external changes in its operating conditions and internal challenges, it eventually loses its inherent functional content and ability to achieve its goals. The practice of public management and administration confidently shows that at certain times and under certain conditions, there is a need for renewal or fundamental changes both in the system of public management and administration as a whole and in its components – public management and administration entities that carry out practical power activities. These processes must take place in a timely and complete manner to avoid severe errors in the functional activities of government structures. In other words, the quantitative and qualitative results – the sustainability and quality of the social state and the efficiency of public resource use- depending on the modernity and efficiency of the power technologies used in the functional activities of public management and administration entities. The current global systemic challenges facing public management and administration entities can be summarised as follows:

- reconfiguring and upgrading the organizational and functional capabilities of management structures;
- development and use of new technologies of power in practical activities;
- the ability to effectively and efficiently manage social and material resources, to move social capital and the efforts of citizens in the directions necessary for the country, region, and community.

It is an indisputable fact that for public management and administration as a system to maintain its functioning from within, to grow and renew, the management apparatus must be sufficiently diverse and able to change on time [1].

The study of the practical component of the activities of public management and administration entities shows that, depending on changes in the external conditions of functioning, the components of the public authority system may become inconsistent with the new conditions in terms of their functional and organizational content. The techniques and technologies of exercising power either need to be updated or more consistent with the goals and objectives of the public authority. Accordingly, the question arises regarding the availability, possibility, and ability to use methodological and methodological tools for solving problems of improving the power activity in the practical activities of public management and administration.

According to the authors, the systemic approach as a methodology for solving the problems of a balanced response to external challenges and internal changes facing public management and administration entities should provide a holistic answer to the questions of both operational, tactical, and strategic development of both the governing system – a public management and administration entity and its activities, and the managed social system – society as a whole or a separate territorial community. Adjustment of elements and subsystems, updating and modernization of relations, functions, and other components of a public management and administration entity can be presented as a comprehensive project for updating and modernizing government activities. Step-by-step, consistent problem-solving design and achievement of public management and administration goals will allow each component to be worked out in detail and an algorithm of actions to be formed both in the power and management and in the public and political planes. An applied aspect of the practical application of the systemic approach, the creation and implementation of a comprehensive modernization and renewal project, both of the public management and administration entity itself and its functional activities, can be carried out on the platform of a separate territorial community as the object of the project and the public authority that manages it.

In most practical cases, an initiative similar to the proposed comprehensive project stems from public demand for new quality and content of public services, which is confirmed by the results of sociological studies of the quality of government and administration in a particular territory. The authors propose to focus the goal of the comprehensive project on bringing the system of work of the management structures of the public management and administration entity in line with the requirements and standards of public management and administration of the country, the challenges of time, and the needs of the national society and a separate territorial community. The essence of such a comprehensive project should reflect the content of the processes of reconfiguring and modernizing the systems of a particular public management and administration entity. Any project must identify the subjects and objects of the project. The subjects of the proposed project should include public authorities at the national and regional levels that are stakeholders in such changes, a public authority at the elected local level (executive committee of the local council) – a public authority of a particular territorial community, representative authorities of the territorial community, and, if necessary, external experts. The project objects should include the following:

- subsystems of a public management and administration entity of the selected level – structural subdivisions of a public authority (departments, offices, other subdivisions of the executive committee of a local council);
- processes, procedures, techniques, and technologies for exercising power by a public authority and administration entity;
- residents of the territorial community, including various forms of their self-organization.

The following are possible project areas:

- organizational;
- functional;
- socio-political.

Public-management projects have their differences from others. The features of such a project include the following:

- all processes related to the reconfiguration and modernization of the public administration entity and its activities should go hand in hand with its current activities without in any way affecting the quality of existing management services throughout the entire period of the project;
- from the perspective of the "Good Governance" system of public administration accepted in a democratic society, the project should be implemented in an exceptionally constructive and friendly atmosphere;
- the focus of the project participants' sympathies should be on shared ideas, values, and development processes (opportunities, future, savings);
- the formation of sustainable connections between project participants should take place on two levels: conceptual, rational, and emotional.

If we are talking about the semantic stages that a project of this nature should go through, they should include the following:

- involvement means sharing the same ideas or values as others and a willingness to do something for the common good, not just your own. The task of this stage is to involve as many residents as possible in the processes initiated by the authorities. These are processes that meet the needs of citizens and naturally involve them in joint actions with the authorities;

- engagement – a state of emotional or intellectual sympathy and commitment to a common cause that motivates active participation. The objectives of this stage are to form the social environment for the projects, actions, and initiatives implemented at the first stage, to involve residents (including public authority employees) in joint projects, and to form common values;

- participation – joint activity. The objective of this stage is to engage participants in ongoing active processes that involve their participation. This is the stage of the emergence of shared responsibility for the common cause and its results.

In the implementation of each project, according to the project approach methodology, a unique component, the so-called "entry point" to the project, should be identified: a socio-political situation that would enable the project to be effectively and efficiently perceived by both its participants and stakeholders and the external environment. An open public assessment of the results of the existing system of life support and community management and a new strategic vision of the community's prospects can be used as a tool of this format. The content of the project should be a response to the main systemic problems that characterize the current state of both the management activities of the public management and administration entity and the public-political relations that are currently developing between the management system, the public authority, and the managed system, the territorial community. Therefore, in the authors' personal methodological view, it is advisable to approach the formation of the content of the project stages in the form: of the problem – methodology as a tool for solving it. As for the project stages themselves, it would be advisable to consider the following:

1. Modernizing and updating of the organizational and functional content of a public administration entity and its power activities.

2. Increasing the civic engagement of residents and involving them in joint community management projects with the authorities.

3. Reconfiguring and modernizing the political system of the selected community.

Conclusions

As a result of the implementation of the proposed integrated project approach to solving typical problems of power and socio-political activities of a public management and administration entity, the following projected results can be discussed:

1. The practical regulation of socio-economic and political processes in a settlement meets the requirements of national and international standards for organizing the activities of public management and administration entities.

2. A public management and administration entity's organizational structure ensures the timely and complete performance of tasks.

3. The quality of management processes and procedures in structural units and the public management and administration entity ensures that tasks are completed fully and on time.

4. Employees of the structural units of the public management and administration entity meet the functional requirements of their positions and ensure that tasks are performed with the specified quality and on time.

5. Management decision-making on the management of a settlement is based on implementing national and international quality standards for the processes, procedures, and content of public services of a public management and administration entity on an open and objective basis.

6. The fulfillment of residents' expectations in the governmental and socio-political spheres is based on an agreed, transparent plan of work of the public management and administration entity.

7. The work of the political system of the settlement is balanced concerning the interests and responsibilities of its participants, open and professional.

8. Residents of the settlement are involved in communication processes with the authorities on a systematic, ongoing, partnership basis and actively participate in managing community resources.

9. The information policy fully satisfies the request of the settlement's residents for timely and sufficient information about the work of the public management and administration entity.

10. The internal assessment by the residents of the settlement of the content of the authorities' activities meets the standard: "The local authorities meet the expectations of quality community management."

11. The external assessment of the content of the authorities' activities in the territorial community meets the standard: "The local authority is an example of professionalism and a model for replication in other territories."

The systemic approach to solving the typical problems of public management and administration entities and their activities proposed in the article allows for formulating the theoretical and methodological content of typical processes of transformation of public authorities' organizational and functional content under the existing challenges.

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