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THE CONCEPT OF «OPTIMIZATION» IN POLITICAL AND MANAGERIAL DISCOURSE

The article is devoted to the research of optimization and improvement of the system of public administration, special attention is paid to the key factors of political and legal provision of optimization of functions of public authorities, improvement of the quality of legal regulation of the distribution of functions in the apparatus of public administration.

Key words: optimization; administrative reform; bodies of public authority; bodies of local self-government.

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КОНЦЕПТ «ОПТИМІЗАЦІЯ» В ПОЛІТИКО-УПРАВЛІНСЬКОМУ ДИСКУРСІ

Постановка проблеми. Нині завершується формування української моделі місцевого самоврядування, що передбачає децентралізацію публічного управління, делегування функцій і повноважень центральних органів на регіональний рівень. Кожне міністерство і відомство повинно звільнитися від невластивих йому функцій, максимально передаючи їх від центру до регіонів і від держави до приватного сектору. Має бути чіткий механізм взаємодії органів місцевого самоврядування і центральних державних органів, що неможливий без чіткого визначення і розмежування їх завдань і функцій. Проте, досі все ще не вирішені в повному обсязі навіть багато з тих завдань оптимізації функцій центральних державних органів, які були поставлені Урядом. Можемо відзначити, що функціональна структура публічного управління в Україні все ще потребує теоретичної розробки, вдосконалення інструментарію та впровадження нових методів – потрібний якісно новий підхід, нова методологія.

Аналіз останніх джерел і публікацій. У дисертаційному дослідженні В. Малиновського «Оптимізація функцій органів виконавчої влади України: теоретико-методологічні засади» значне місце посіли питання визначення поняття «оптимізація» та особливості його застосування стосовно системи органів державної влади. Крім того, дослідник зазначає, що нерозробленість зазначеної наукової проблеми значною мірою стримує проведення функціональної та структурної реформ системи виконавчої влади, позбавляє політико-управлінську діяльність необхідної організуючої спрямованості та ефективності.

Мета статті – здійснити ґрунтовний теоретико-методологічний аналіз концепту оптимізації, дослідити оптимізацію в політико-управлінському дискурсі, розкрити сутність, з'ясувати особливості та проаналізувати напрями оптимізації системи публічного управління.

Виклад основного матеріалу. Процес оптимізації соціальної діяльності безпосередньо пов'язаний з управлінням і, в силу цього, пронизує усі інші види діяльності, конкретизуючи і набуваючи неповторні риси. У існуючій літературі багато робіт присвячені оптимізації конкретних видів діяльності, природничим, технічним, економічним аспектам, але лише останнім часом процес оптимізації став розглядатися в якості самостійного об'єкта дослідження.

Задача оптимізації системи публічного управління є мало дослідженою. Постановка цієї задачі у вітчизняній фаховій літературі майже не здійснюється, концепція оптимізації системи публічної влади та управління не розроблена. Кожна цілеспрямована організована система змушена час від часу знову розв'язувати проблему якості, що виникає як умова досягнення все більш складних цілей.

Оптимізація має бути спрямована на реформування публічної адміністрації, а також розбудову самоврядних асоціацій, побудову публічної служби з урахуванням системи підготовки та перепідготовки, підвищення кваліфікації державних службовців, система органів публічної влади, повинна бути як керований механізм із чітким розподілом повноважень та відповідальності, оптимізований за змістом і переліком державних функцій, кількістю державних службовців та орієнтований на задоволення потреб суспільства. Саме такий необхідний інструментарій повинен застосовуватися за призначенням і на довгострокову перспективу.

Якщо проаналізувати світовий досвід у сфері публічного управління, то можна стверджувати те, що в розвинених країнах пріоритетами діяльності будь-яких органів публічної влади є перш за все оптимальність побудови їхньої системи задля того, щоб уникнути дублювання ними функцій одне одного.

Висновки. Вважаємо, що оптимізація публічного управління в Україні є вкрай необхідною. Разом з тим, безперечно, оптимізація повинна бути виваженою, виправданою з позицій практики, враховуючи зауваження та пропозиції.

Оптимізація дасть змогу привести систему органів публічної влади до стану, який давав би можливість найбільш ефективно виконувати свої завдання, функції, надавати адміністративні послуги. І в першу чергу необхідно вдосконалити нормативне врегулювання організації та порядку діяльності органів публічної влади.

Отже, можна дійти висновку, що реформування публічного управління передбачає застосування найкращих та найдієвіших з огляду практики методів та способів діяльності органів публічної влади, як системи загалом, так і окремих її складових. Одним із таких методів, на нашу думку, є оптимізація системи органів публічної влади в Україні. Оптимізація – це все, що ми можемо досягнути в даний момент часу, але це не є ідеальним. Реформа, яку ми спостерігаємо сьогодні в Україні є політично, соціально невиправдана, в процесі реформи можливо та потрібно робити дрібні оптимізації, жодна реформа не є досконалою, потрібна оптимізація для досягнення кращого результату.

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Висновки. Таким чином, здійснений нами теоретико-методологічний аналіз концепту оптимізації у політико-управлінському дискурсі дозволив розкрити сутність оптимізації у діяльності органів публічної влади як однієї з форм узгодженої взаємодії державно-управлінських структур, яка має на меті забезпечити ефективність реалізації відповідних організаційних функцій.

Ключові слова: оптимізація; адміністративна реформа; органи публічної влади; органи місцевого самоврядування.

Постановка проблеми

Many issues of modernization and optimization of the system of public authorities have already been reflected in many articles of Ukrainian scholars. In today's conditions of socio-political and economic life, an important role should be played by the introduction of optimization mechanisms in the activities of public authorities. One of such mechanisms should be the modernization methods of strategic integration between public authorities regarding the adoption and implementation of joint state and management decisions. The problem in this case begins with the statement of the imperfect structure of the public authorities in the country, the lack of a legal framework for their interaction among themselves, as well as civil society structures, therefore these problems and impede the processes of modernization and optimization in the Ukrainian state.

In recent years, new values and a new model of culture in state bodies have emerged in Ukraine. The tasks of the modern stage of the development of the state administration system are due to the accelerated social modernization of Ukrainian society, which faces the task of getting rid of false social indicators.

Today, the formation of the Ukrainian model of local self-government, which involves the decentralization of public administration, the delegation of functions and powers of central bodies to the regional level, is completed. Each ministry and agency should be exempt from its functions that are not specific to it, transferring them from the center to the regions as much as possible and from the state to the private sector. There should be a clear mechanism for the interaction of local governments and central government bodies, which is impossible without a clear definition and delineation of their tasks and functions. However, even so many of the tasks of optimizing the functions of central government bodies that were put forward by the Government are still not fully resolved. We can note that the functional structure of public administration in Ukraine still needs theoretical development, improvement of tools and introduction of new methods – a qualitatively new approach, a new methodology is needed.

Based on this, we identified the problem of this study:

- a real contradiction that requires its solution: between the urgent need for a scientifically sound organization of the process of activity, tasks and functions of public administration with a view to optimizing them, starting with central state bodies (and their structural subdivisions) and ending with the bodies of local self-government (and their structural subdivisions)
- the imperfection of the methodology of optimizing the tasks and functions of state bodies used in Ukraine today, the impossibility of its effective application in the conditions of qualitative complication of the

system of public administration, conditioned by the reform of local self-government.

Аналіз останніх досліджень і публікацій

Analysis of recent sources and publications. In the thesis B. Malinowski «Optimization functions of executive power of Ukraine: theoretical and methodological basis» important place occupied question the definition of «optimization» and especially its application in respect of the system of government. In addition, researchers noted that underdevelopment said scientific problem of significantly inhibits the functional and structural reforms of executive power, depriving political and administrative activity required organizing orientation and efficiency [3].

The authors of the monograph «Administrative Reform in Ukraine: Current State, Problems and Prospects» state that one of the reasons for delaying the reform of public administration is the lack of elaboration of individual problems, the permanent search for an optimal model for the organization of public administration [1].

Мета

To carry out a thorough theoretical and methodological analysis of the concept of optimization, to study optimization in political-managerial discourse, to reveal the essence, to find out the features and to analyze the directions of optimization of the system of public administration.

Виклад основного матеріалу

The concept of optimization, optimal control is used in many areas of human activity. The search for an optimal model of activity is carried out in the management of financial flows, economic and political decisions, in the interaction of political leadership and public administration. It becomes obvious that optimization acts as a metaproblem of science, showing the unity of natural and social phenomena, but optimization should be carried out primarily for the sake of the man himself.

«The optimal (from Latin *optimus* – the best) is the best possible option for something that is most appropriate for this task, conditions» [9].

The optimal solutions were the subject of a search for the famous ancient Greek philosopher and mathematician Pythagoras (about 580-500 BC) [4]. According to Pythagoras, the optimal management of the state consists in maintaining the harmony of relations, arranging individual needs for the level of social equality and harmony. The optimal form of government – the power of the best and most educated aristocrats, which by definition can not be much.

Owning an art of an optimal solution, in their opinion, distinguished a true statesman from all others who have power. The essence of the optimization of political decisions was the practical skills of the best organization of national life and the best result not only for a part of

society, but for the whole people. The basis of optimal state management in conditions of cyclic development was first laid out by the ancient Greek philosopher Platon [6]. Plato created the image of a perfect state system, which is often called the «ideal state». However, public administration, according to Platon, can only be optimal, but not ideal. The state can be perfect, just and vicious [5]. That is, an optimal state is a functionally balanced system, where some of its elements do not interfere with the functioning of other elements.

The process of optimizing social activities is directly related to management and, therefore, penetrates all other activities, specifying and acquiring unique features. In the current literature, many works are devoted to the optimization of specific activities, natural, technical, and economic aspects, but only recently, the process of optimization has been considered as an independent research object.

The problem of optimization and optimality is extremely multifaceted and therefore requires further analysis.

In the optimization work closely intertwined technical problems with economic and social problems. Like any activity, optimization is associated with goal-setting, which involves the accounting of both natural and scientific laws, as well as social. In goal-setting, consciousness acts not only in its cognitive function, but also in value. In order for optimization to be complete, it is necessary to optimize itself optimally. The fact that expediency is closely linked to the optimality, nobody doubts. An analysis of the formation of the concept of the best in ancient Greek science confirms their organic connection. The problem of optimizing activities is very diverse, it includes a lot of theoretical and applied aspects. Analysis of the process of optimizing activity as an independent phenomenon allows us to establish the objective preconditions for its existence. Typical types of optimization are the choice of the best possible system in a certain respect. The purpose of optimization activity is to obtain the optimal system.

The process of building an effective public administration system should take into account the peculiarities and trends of the modern development of our society. Taking into account the processes of globalization and informatization, in which optimization of the system of public administration is a prerequisite for its effectiveness. We consider optimization – the choice of the optimal option in the given conditions, the purposeful process of achieving the maximum possible value of the effectiveness of the system of public administration. Optimal management involves choosing and implementing a better program of action to achieve the desired state of the controlled object by influencing the control parameters. Therefore, when it comes to optimization of bodies of public authority, it is envisaged not only the choice of the corresponding model of the system, but also the acquisition of the most favorable characteristics of public authorities for the successful accomplishment of tasks facing the state.

Within the framework of public administration, the task of research, as well as the effectiveness of public administration, is related to the task of optimizing the system of public administration. The statement of the optimization problem, intersects with the statement of the problem of the effectiveness and effectiveness of public policy, which is considered in the field of public policy analysis. Efficiency is the ability to successfully

achieve or achieve the goal. Effectiveness – the degree of responsibility of the achieved results of the goal.

The task of optimizing the public administration system is poorly investigated. The statement of this task in the national professional literature is almost not carried out, the concept of optimization of the system of public power and management has not been developed. Each purposeful organized system is forced from time to time to solve the quality problem that arises as a condition for the achievement of increasingly complex goals.

In the study of the problems of optimizing public administration, it is expedient to use the definition of the system as a holistic entity with new integrated qualities that are not specific to its components separately, but arose due to their interaction.

One of the main features of public authorities in general and in particular executive bodies is systematic. The system of executive bodies is a collection in which all components, namely, separate bodies and their structural subdivisions, are interconnected and at the same time constitute independent subsystems with their specific features of structure, functions and competencies. Taking into account such criteria as: scope of competence and territorial scope of government activities. The system and subsystems of executive bodies have, respectively, organizational structures that reflect the interrelations between the individual links of the system and subsystems. The optimality of the organizational structures of this system is one of the factors of increasing the efficiency of the authorities.

The organizational system of public authority and public administration includes sets of competing competing phenomena and mechanisms: power and management, centralization and decentralization, rigidity of the bureaucratic structure, and the need for innovation and the reality of the management of the state budget and state property.

In optimizing the system of public administration in the conditions of democratization of public relations, we consider it worth to understand – the purposeful process of achieving the maximum possible value of the effectiveness of the system of public administration for the minimum value of the quality of functioning of such a system in the context of redistribution of political power, with due regard to the need for the delegation of power to other sub rights, in particular directly to civil society institutions. It is generally recognized that without the improvement of the territorial organization of the state, it is impossible to construct a fundamentally new system of public administration.

The quality of power and governance depends on the ability to coordinate the effects of these phenomena and mechanisms and direct them towards achieving the goals. Efficiency in public administration is divided into two autonomous branches: economic and social. The criterion of the effectiveness of public administration in democratic power-political models is the ability of public authorities in a context of limited resources to meet the needs of society as a whole and individual citizens in particular.

It is the quality of management services and the ability to solve the challenges posed by social modernization, which is constantly expanding, which determines the effectiveness of public administration.

The concept of optimality of management is

specialized and contains the fate of subjectivity. Often, the understanding of optimal management is used in the context of ensuring the minimum resource consumption, achievement of maximum characteristics of objects or in understanding the minimum time for the transition maneuver from one state to another.

Optimization among all possible values of the spatial allocation of the target functions chooses the most appropriate for managing both the subject and the object of management of the region.

The concept of optimality should orient the system of public authority and management to choose the new quality of solutions and a balance of motives and interests.

In most cases, one criterion of optimality in this approach denies another. The optimal management of this approach is very close to the concept of effective, effective management. It does not cover all possibilities of involving methods and means of improving management.

Optimization in the broad sense arises only at the level of transition from the one-goal problem to the multi-purpose task. Optimization relates to the achievement of balance and coordination (coordination, optimization) of various multiple target functions and criteria that are imposed by external constraints.

Public administration and law science has long been discussing the best practices and methods for organizing the work of public authorities. One of the best practices of such an organization is optimization. In essence, it reduces to the most profitable characteristics, the greatest efficiency of a particular process. Today, we can confidently assert that optimization has moved from the field of exact sciences to the sphere of humanities and, in particular, to jurisprudence. First of all, its universality is that it has a wide range of uses – this can be argued both in relation to the Ukrainian legislation system and the system of public authorities.

Optimization of the activities of public authorities should be aimed at: 1) the creation of a permanent system of mutual communications; 2) support of civic initiatives of local self-government institutions that can activate citizens to solve public problems and open up opportunities for obtaining information on the progress of the implementation of state programs; 3) the establishment and functioning of advisory committees, public councils in order to obtain recommendations on specific issues that are considered by local authorities [2].

Optimization should be aimed at reforming the public administration as well as building self-governing associations, building a public service, taking into account the system of training and retraining, training of civil servants, the system of public authorities should be a managed mechanism with a clear distribution of powers and responsibilities, optimized in terms of content and the list of state functions, the number of civil servants and is aimed at satisfying the needs of society. It is such a necessary toolkit to be used for the purpose and for the long term.

Unfortunately, the concept of «optimization» is still not fixed at the legislative level, and according to the Decree of the President of Ukraine «On optimization of the system of central executive authorities» of December 9, 2010 [7], it is indicated that optimization of the system of central executive authorities is conducted with the purpose eliminating duplication of powers of the system

of central executive authorities, ensuring reduction of the number of administrative apparatus and expenses for its maintenance, and increasing the efficiency of public administration. At the same time, there is no clear definition of the concept of optimization. The same situation is also observed in the Decree of the Cabinet of Ministers of Ukraine «On Optimization of the System of Central Executive Bodies» of September 10, 2014 [8]. Therefore, in view of the work of the scientists, we can conclude that optimization is a process aimed at improving the current regulatory framework, which ensures the achievement of maximum results under the existing real conditions with the aim of developing a concept of a strategy for the development of legislation in a particular field.

The problem of introducing an optimal, universal mechanism of decision-making is solved based on the fact that each state-management institution functions in a certain area and faces problems typical of activities in this area. That is, the mechanisms that enable them to solve these problems most effectively are optimal for a separate organizational structure of a public authority. In other words, such mechanisms are used in cases where it is necessary to obtain a concrete result and it is impossible to wait until this result is obtained in another way, when there are temporary and resource constraints, when the problem situations are repeated or are fleeting and require immediate means of localization [10].

Analyzing global experience in the field of public administration, it can be argued that in developed countries, the priorities of the activities of any public authorities are, first of all, the optimality of building their system in order to avoid duplication of their functions of each other.

Висновки

We believe that optimization of public administration in Ukraine is extremely necessary. However, there is no doubt that optimization should be balanced, justified from the standpoint of practice, taking into account comments and suggestions.

The formation of an effective national system of public administration should be based on world trends in social development and a fundamentally new paradigm, headed by a person and the quality of her life.

The new quality of the public administration system can be obtained under the direct process of improvement, because spontaneity and systemicity allow to take into account and timely respond to risk factors and the emergence of contradictions, interconnections and integrity of the system.

Optimization will bring the system of public authorities to a state that would enable the most efficiently to carry out its tasks, functions, and provide administrative services. And in the first place, it is necessary to improve the normative regulation of the organization and order of the activities of public authorities.

The processes of optimizing public administration should be carried out transparently and publicly, explaining, first of all, its goals and objectives. Under such conditions, they can be supported by society, and therefore there will be no misunderstanding about their conduct.

Optimization is aimed at ensuring the organizational stability of the functioning of the public administration system in general. Accordingly, due to the optimization role, there is a certain cyclicity in the development of

the organizational structure and accelerates its functional modernization. And this, in turn, leads to the organizational and functional stability of the public administration system.

Consequently, we can conclude that reforming public administration involves the use of the best and most effective practices in the methods and methods of public authorities, both in the system as a whole and in its separate components. In our opinion, one of such methods is the optimization of the system of public authorities in Ukraine. Optimization is all that we can achieve at a given time, but it's not perfect. The reform we are seeing today in Ukraine is politically and socially unjustified, in the process of reform it is possible and necessary to do minor optimizations, no reform is perfect, optimization is needed to achieve a better result.

Thus, our theoretical and methodological analysis of the concept of optimization in political and managerial discourse, made it possible to reveal the essence of optimization in the activities of public authorities as one of the forms of coordinated interaction of state-management structures, which is aimed at ensuring the effectiveness of the implementation of the corresponding organizational functions.

Unfortunately, in the scientific literature there is no single approach to what is optimization in the actual state-administrative and legal plane of its functioning. In our opinion, in the context of optimizing the system of public authorities, it should be considered as a method of increasing the efficiency of the functioning of the public authorities system, which consists in the selection of the most advantageous characteristics, the greatest efficiency of the functioning of the entire system of public authorities in Ukraine.

Our proposed methodology for considering this problem has allowed us to analyze in detail the internal-functional essence of optimization in the activities of public authorities. However, its introduction in the new conditions of social development, as well as taking into account new evolutionary and modernizing challenges, which reinforce the requirements for the functional capacity of public administration structures, it is necessary to introduce such mechanisms of interaction of public authorities that in general would ensure the effectiveness of the functioning of the public system management. It is this aspect that needs to be further developed within the framework of modern administrative science and provides a perspective for further study of this problem in this direction.

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