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Public Administration and Municipal Governance and Its Significance for a Modern Democratic Society

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ABSTRACT

This paper aims to review the state of public administration and municipal governance today. The condition of state and municipal administration is considered on the example of modern democratic society. As the highest type of administration activities, social management is the effect of the subject on the public relations with the purpose of their improvement, development and streamlining, preservation of their qualitative specificity. The main feature of social control is that the object is the activities the subjects of knowledge. That is, the subjects of knowledge, and the real actors are the people themselves. In addition, the interaction between subject and object of knowledge is the object of knowledge. Management "is the property of any society arising from its systemic nature, the public nature of labor, the need of communication between people in work and life, the exchange of products, their material and spiritual activities." Depending on the nature of the subject of management, there is control of the state (subject of control - state) and municipal administration (the subject of administration - the population of the municipality).

Keywords: Public Administration, Municipal Governance, Democratic Society, Economic Growth, Economic Development

JEL Classifications: H1, H11, H7, H75

1. INTRODUCTION

Using the processes of state-municipal regulation of natural processes, social society seeks to correct and minimize the social, economic shortcomings of market organization of economic practices.

Administration is an indispensable element in maintaining organized systems of different nature. Through the implementation of a conscious and natural programs that control the goals, the maintenance of a relatively stable structure and mode of operation of the system. It allows the modern world to exist as the totality of various interacting systems, seeking to preserve ourselves, to survive and to find their place in the hard-woven objective reality.

The study was conducted on the basis of studying the world and domestic experience. The information base of the research were the

legislative and normative acts of the Russian Federation regulating state and municipal administration, the data of the state statistical bodies, research of domestic and foreign scientists in the field of theory of state and municipal administration.

2. GOVERNANCE, AS A PROCESS OF REGULATION OF RELATIONS IN THE COUNTRY

Governance is the process of regulation of relations inside the country by means of distribution of spheres of influence between the major branches of government and territorial levels. Our database of public administration is about public enthusiasm, aimed at preserving the unity of the country, its main institutions, the support qualitative properties and standard of living of its people. Among the priority directions in implementation of

public (state) enthusiasm to perform certain functions: Economic, economic, political, social, and protective (Mindlin et al., 2016).

Governance affects the objects within the state and beyond its borders.

The main features of governance are: Integrity; integrity; sovereignty.

Public administration implements the following functions:

- Institutional - through the proposal needed to address public issues of political, civil, socio - economic institutions for the distribution of powers of government;
- Goal-setting through selection and development of priority directions of political and socio-economic development of the country, the implementation supported by the majority of population programs;
- Regulatory - through the system of laws and certain rules establishing General criteria for regulating the behavior of agents;
- Ideological - through the creation of a national idea, designed to consolidate the society in the borders of the state;
- Functional through the implementation and development of actions aimed at supporting the entire economic infrastructure of the country in the face of its major industries (Bogoviz et al., 2016).

3. MAIN PRINCIPLES OF FORMATION OF SYSTEM OF PUBLIC ADMINISTRATION

Main principles of formation of system of public administration are as follows:

- Of separation of powers - the division of a single state authority in three areas: Executive; legislative; judicial. It has to work the main condition for effective control over the activities of the state apparatus;
- Of complementarity is the basic apparatus for continuous operation in the power structure. It implies a uniform distribution of the functions of government at all territorial levels and vertical management.
- Of subsidiarity implies the distribution function (and redistribution) of authority between levels of government state authorities, i.e. the sequence of the managerial bodies of authority and the rules of distribution of responsibility of these bodies to the community (Kirillov et al., 2016).

The transfer of authority to the most highly level of control is in agreement with this principle can be implemented only if the impossibility of performance at the lowest level.

The principle of subsidiarity has two dimensions: Horizontal and vertical.

The horizontal dimension encompasses the function of distribution of powers between the branches of government at the regional, local and Federal levels.

Connect the vertical location of powers among levels of government in the direction from local government to the state.

In accordance with the principle of subsidiarity, the management should be distributed between authorities primarily in connection with the reduction in the distance between the people and its representative government:

- Sovereignty - implies the presence of de facto independence as the essential feature of the country. Being an attribute of the country, sovereignty entails a set of special institutions for the status of an autonomous subject of international relations. State sovereignty means “supremacy and independence of authorities, subordinated to law, a monopoly on coercion within the state possibilities and independence of the country under international regulations” (Vinichenko et al., 2016);
- Democracy - directs the population to the need for functional participation in decision-making state and municipal sense; the allocation of areas of authority for the organized territories public connections; the election of state and municipal authorities; the development of programs for territorial development based on the mastery of mechanisms for public involvement in current Affairs of the region or municipality;
- Homogeneity - determines the value of Federal law over regional. The essence of the principle of homogeneity is the place to be in agreement with the subordination of the regional legislation Federal, which ensures the integrity of the country and the universal subordination of all the institutions of government and the basic law, namely the Constitution.

Purpose state administration is the ability, the willingness and ability of executive bodies to organize practical implementation of the general rules and regulations of Federal bodies and subjects of Federation (The Modernization of the Russian Economy and Public Administration, 2006), acts of heads of subjects of Federation, and also presidential decrees of the Russian Federation (Yanovsky and Kirsanov, 2013).

4. MUNICIPAL ADMINISTRATION AS A FUNCTION OF LOCAL GOVERNMENT

Municipal administration is a function of local government, aimed at increasing the quality of life of the population of the municipality (municipality). In the process of municipal governance municipal authorities (e.g., education Department, industry Department, etc.) lead the interaction with different subjects (for example: Commercial enterprises, educational organizations, etc.) in the territory of the municipality.

Municipal administration and governance have many similarities, for example, it also applies the principle of separation of powers: Legislative - city council executive branch mayor judicial - city court.

When the management of the municipality is fundamentally different from government in general:

- Our database of the municipal administration lies project management approach;
- Municipality operates primarily for its businesses and services, not the citizens residing in its territory;

- The municipality has the right to issue laws.

In project management the municipality is in many ways similar to a private enterprise, the only serious difference - budget funding: The main source of income of municipality are taxes and fees.

The functions of municipal administration include:

- The formation of development programs of the municipality;
- Approval and implementation of the municipal budget;
- Control over the activities of the head of the municipality;
- Setting local taxes and fees.

Municipal government plays a huge role in ensuring effective social policy of the country, maintaining the highest quality of life of the population. The fact is that from the point of view of the power vertical, the municipal level of administration is considered the most basic - he's closest to the people, it is best to have the ability to consider and know all of his needs. Therefore, the competent municipal administration is the deposit the stability of the country, based on consideration of the interests of all its citizens.

In general, the need for municipal administration in the territorial collective and public administration in society caused by the same reasons that gave rise to the state itself and the creation of municipal governments (Ragulina and Kamaev, 2013). At a certain stage of public development the former community tribal organization has ceased to satisfy the need of society in the methods of solving "general affairs" and overcoming incidents, thus this country was founded. To perform these tasks became important to the specific organization, the allocation of a special layer of people to regulate social processes. The most common underlying cause and state, and municipal government - the need for regulation of relations in the team: Execution of the "general affairs" and overcoming conflicts. There was a state with its organs. In the end, the transition to a settled way of life emerged in the community. They were elected elders, and other "managers." They formed the germ of the municipal organization. However, only in consequence of the revolution of the XVII-XIX centuries, the latter was thereupon crushed by appointees of the monarch, the Royal absolutism and was revived in Europe (Pronkin, 2016).

In connection with complication of social life, expansion of sphere of the "general affairs" (including on the ground) the role of managerial work grows, his qualification is versatile, often public administration of leaks in those areas that were previously considered exclusively private matter (some aspects of family life, the spiritual sphere of the person). State and municipal apparatus is increased; it grows in proportion to the number of people employed in any other work. In the advanced criteria, the need for municipal and public administration not only preserved, without it is unrealistic in modern society.

But in today's society there is an improvement in the quality of life of all segments of the population (in the developed countries and even in States with a medium level of development is not the poverty of the family of the worker, which was described

by F. Engels in the work on the location of the working class in England in the mid-nineteenth century), social inequality is, and sometimes deepens. Continues to operate and the second reason is the social asymmetry of the society and its associated conflicts, acquiring public importance (there are incidents that do not have socially significant character). The state of the individual industrial magnate of the tens of billions of dollars (equal to the entire annual state budget of Russia), and individuals - almost a 100 billion dollars.

There are so many other differences in society, related types of work, professions, age and other features of various groups of people. The relationship between them (for example, the need for special care of the fairer sex or children) also need to be adjusted. In adjustment need social enterprises, various institutions, individual behavior, if it acquires social meaning. First of all, it is necessary to adjust for differences that give rise to contradictions, are a form of contradictions.

Selection of public administration as a special profession, the creation of special bodies, state and municipal service lead to alienation of the country and to some extent municipal authorities from society (regional team). Modern criteria, different methods are used, in order for this exclusion to cope (participate, public initiatives, civil committees, mandatory participation of people in management, etc.). However, these processes do not have a chance to lead to a blurring of the distinction of society and the country, local staff and local bodies. It is practically impossible that the government as a regulatory administration system wither away, as predicted by Engels, one-sided linking the elimination of the country only with the disappearance of classes. Most likely, in modern society every time will be necessary for a regulatory Institute, active on behalf of the society, to solve the "general affairs" and the resolution of socially important incidents. According to tradition he, apparently, will be named by the state, but the scope and methods of its activities have a chance to fundamentally change. Will continue and municipal government to adjust relations in the territorial team. His organization and methods of operation have the potential to become other. With the introduction of fresh technology, Informatics state and municipal administration will become closer to the people (population), to acquire a specific disposition and character (Oleinikova et al., 2016). However, they are unlikely to be replaced by regular ballot on any occasion of decision-making.

First, at the technical level is unrealistic to carry out continuous vote or meeting of citizens for the solution of all questions, and secondly, voting is not every time possible to make the right conclusion (for example, if will be proposed to increase from tomorrow, wages at three times the bulk, no doubt, will vote for it, but there is no likely financial capacity to hold it). Organs of state and municipal administration, formed the public expected of its best representatives, have every chance to make a better decision (ultimately, in the interests of the population) than it will suit the very people (the population), for example, the method of voting (Samoilov, 2013).

5. FUNCTIONAL CHARACTERISTICS OF STATE AND MUNICIPAL ADMINISTRATION

The ability of state and municipal administration limited. Bodies of state and municipal administration, as part of its administration activities, naturally, are not able to solve all the pressing “social business” (continually appear fresh problems), eliminate social inequalities in society and specially to remove the age differences. By regulating the impact of state and municipal authorities (each on our own level) is possible only to temper, to mitigate conflicts, not bringing them to a devastating confrontation. Through the use of public power, it is possible to solve only some “common cause” (retractable primarily to the fore), in part to solve other issues and will never be others (for example, to change the climate of the planet to literally put options). Using measures of administration influence, it is also impossible to remove the public and other incidents in society (Kobil et al., 2012).

However, the ability of state and municipal administration (especially the first) for the management of the social, and from time to time not only of social relations is significant (Vasilenko, 2010). Authorized by the legislation body of the state (the court, in case of nationalization - the government or the parliament) has the ability to take away the property of the owner for “public use” (now usually only with compensation) or to temporarily confiscate, say, vehicles in the criteria of extraordinary events (emergency authorities or military control, with the return of the property as required, or with compensation) (Ragulina et al., 2015). Pursuing agrarian reform (in Japan, Italy, Poland, etc.), or the nationalization of a group of similar objects (for example, some French banks, Italian electrical industry, coal mines in England, etc.), a large group of individuals, the government was deprived of property (with compensation). Legislation or a judicial decision (and with the coup - emergency regulations) the public authorities prohibit and dissolve a political party or other group of citizens, if these enterprises do not comply with the constitution and the law establish an integral state ideology (for example, in Korea the ideas of Marxism-Leninism and the Juche). Public authority - namely the court under specific circumstances have the right to take away human freedom and including life, the right to take the children from unworthy parents for certain education. At the same time, public authorities have a chance to reward, provide benefits, release from obligations, etc.

The municipal authorities, of course, have by far the least opportunities for rewards and punishments. The regulation of leading human rights and freedoms, issues of offences and penalties, defense, foreign Affairs and many others not in their reference. But they (not all) have a chance in accordance with the legislation (the code of administrative offenses) to impose fines, include some of the burdens of ownership, to establish certain criteria for the conduct of citizens in public places, they have their own property, organizations, institutions and administer them, may provide citizens with some benefits etc.

The capacity of government and to a lesser extent - municipal administration linked to four main factors: The will, authority,

power and material and other resources. Originating as special institutions, state and municipal education bodies face its own special will different from the will of its component members or from the will of individual officials and employees. In the course of the revolutionary events of the above differences were more evident in the territorial collective global protests, indicating that the actual freedom of society (most of it) came into conflict with the acts and will of the governors.

6. STATE AND MUNICIPAL REGULATION

State and municipal regulation, as it is considered not obliged to touch also to the natural rights of man. They are understood, as a rule, personality rights, is the property of the person from birth: The right to freedom, life, personal integrity, property etc. They are protected as rights of the citizen, the state and municipal authorities. Natural rights are inalienable, but even life itself can be “expropriated” by the verdict of the court: The death penalty exists in many countries. However, natural rights, positive rights, and has long been included in the texts of constitutions (Gimazova, 2014).

In practice, the limits of state and municipal administration limited, first, by the disposition of the object of regulation. As mentioned, most phenomena do not lend themselves to state or municipal administration (for example, human thought). Second, the adjustment puts the society itself: Its natural (natural) self-regulation. Society is not a simple system that works according to the rules of synergy (Gorbachenko et al., 2016). Intervention in natural processes of self-regulation of society (for example, by the creation of the state power of the new system on the basis of theoretical insights), public experiments, changing the very foundations of human existence, formed public morality, lead to the collapse, as shown by the experiment of the countries of totalitarian socialism. So, the regulatory measures used in state and municipal administration, must be such that they, on the one hand, does not violate the natural self-regulation of the community, and with another - allowed to correct deficiencies natural development (Gnevko, 1999).

These abilities society (regional team) establish the limits of state and municipal administration. Naturally, at the theoretical level, the heads of the municipality and the rulers of all countries would like to people under their control were better off not spiritually, namely financially.

It is much cheaper it is and the ruling structures: On the one hand is less probability for the manifestation of the dissatisfaction of the society with other more tax revenue. Because of the different personal qualities, ensure all identically equal high income unrealistic (Holopov, 2010).

In any society (regional team) there are public groups and individuals, with lofty claims for a share of the public product, not corresponding to their actual contribution to social production. The feasibility of these requirements depends on how strong “interest groups,” their capacity to influence state and municipal authorities (State and Municipal Management. Crib, 2012). In the end one or the other person, group of persons United by common interests (for example, the “environment,” a popular

figure), a social layer (the financial elite), the public class (for example, entrepreneurs) receive a status that allows you to have privileges that are not relevant to their current role in society. Using its position in those or other segments of the population achieve state not a few important material and other concessions (concessions, an appropriate distribution of budget funds, commercial organizations, representation in power structures where the state owns a stake in, and often in other spheres of life) (Shirokov and Jurkova, 2010).

They receive a disproportionately small share of the values (in this case we are talking not only about material values, but also about health, education, culture, etc.) and social benefits. If the dominant social stratum distorts assigns such a large proportion, it has the ability to lead to a sharp aggravation of social contradictions (Sycheva, 2013).

7. CONCLUSION

If the power of voluntary actions, not taking into account the ability of society for decades exceeds the permitted threshold of spending on non-productive sphere (for example, on the arms race), reducing the share of wages in the price of the manufactured product, it can also lead to the death of the system. In the countries of totalitarian socialism that has led to stagnation, and in the next and then to the destruction of the system, though, but of course there were other preconditions. Not to jump the socially acceptable threshold, you must comply with the required proportions, this is the main control value of the control. If you meet all of the assignment in excess of the real power of the population, which seek social strata that make up the majority of the population, will become absolutely unprofitable production, which greatly undermines the existence of companies in the presented model, and sustenance.

There is a “flight of funds” (transfer of businesses to other countries, closing), reduced living standards, increased unemployment, increased social tension, etc. of the above, with certain reservations, applies to the municipality (State and Municipal Management, 2012). In Russia the examples of bankruptcy of municipalities are sufficient. In the end, the limits of state and municipal government puts the subjective factor: The ability of the managers to rule. This requires a fine-tuned, sophisticated system of municipal and state bodies working smoothly.

By the failure of the most not bad beginnings can lead their mismatch. According to relevant regulations required the methods and control methods that provide the best result. It requires the highest level of political, general and legal culture of the state and municipal government employees of the highest moral character, their sincere desire to serve the people, professionalism and management skills, leadership.

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