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Institutional stability of public administration in conditions of sustainable development: geopolitical aspect

Estabilidad institucional de la administración pública en condiciones de desarrollo sostenible: aspecto geopolítico

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Abstract

The relevance of the question of the development of public administration in the modern world is important because it is one of the decisive factors affecting the well-being of each state.

The purpose of the article is to identify the problems faced by modern institutions of public administration, as well as the ways of their development based on consideration of the management system of the two leading countries of the world.

During the research, the following methods of the theoretical block were used: analysis, synthesis, concretization, and generalization of information.

The following conclusions were made as a result of the study: the historical development and the current state of public administration in China and the United States were analyzed. It was determined that the modern confrontation between the U.S. and China will intensify in the future and one of the areas of struggle will be the system of governance. It was found out that the

Resumen

La relevancia de la cuestión del desarrollo de la administración pública en el mundo moderno es importante porque es uno de los factores decisivos que afectan al bienestar de cada Estado.

El propósito del artículo es identificar los problemas a los que se enfrentan las instituciones modernas de la administración pública, así como las formas de su desarrollo sobre la base de la consideración del sistema de gestión de los dos principales países del mundo.

Durante la investigación se utilizaron los siguientes métodos de bloque teórico: análisis, síntesis, concreción y generalización de la información.

Como resultado del estudio se obtuvieron las siguientes conclusiones: se analizó el desarrollo histórico y el estado actual de la administración pública en China y Estados Unidos. Se determinó que la confrontación moderna entre Estados Unidos y China se intensificará en el futuro y uno de los ámbitos de lucha será el sistema de gobierno. Se descubrió que el principal problema de la

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main problem of modern management in democratic countries is the presence of bureaucratic elements, so in the future, there will be a departure from them, by increasing the power of managers in the field. The role of outsourcing in the public administration of the future was also examined. In general, it was concluded that the change and sustainability of institutions depends on the type of states. This article will be useful, first of all, to management scientists who study in detail the phenomenon of public administration and develop a theory of its reform. Also, the materials of this article will be useful for political scientists who study modern geopolitical processes.

Keywords: Governing bodies, democracy, bureaucracy, leadership, outsourcing.

Introduction

The problem of this study is, first of all, that it is difficult to define what exactly public administration is. In general, there is no single definition of this phenomenon in political science, taking this into account, (Baranov, 2019) in his article carried out a review of the positions of modern scholars on this topic. There are more prosaic opinions regarding the definition of public administration, in particular, that it is the organization of the crowd in order to carry out public activities, or that it is the use of various kinds of resources for the embodiment of certain goals in the country. However, if we go into a more detailed analysis, we should consider the historical aspects, namely the fact that managerial work in the twentieth century was recognized as a separate kind of activity in democratic countries, due to the justification of this by various scientists. Governance is also characterized by the fact that it extends to different levels and areas of state activity. Publicity of governance is guaranteed by the accountability of governing bodies to citizens, as well as the involvement of these citizens in political activity.

Thus, we can say that public governance is an activity related to the implementation of various kinds of state tasks of executive power and is characterized by transparency and involvement of citizens in this process.

The main problem of the study is that there is no universal and ideal form of public administration. In addition, different countries have slightly different ways of carrying out this type of activity, and public administration is constantly

gestión moderna en los países democráticos es la presencia de elementos burocráticos, por lo que en el futuro se producirá un abandono de los mismos, al aumentar el poder de los gestores en el terreno. También se examinó el papel de la externalización en la administración pública del futuro. En general, se concluyó que el cambio y la sostenibilidad de las instituciones dependen del tipo de Estados. Este artículo será útil sobre todo para los estudiosos de la ciencia política que estudian en detalle el fenómeno de la administración pública y desarrollan teorías sobre su reforma.

Palabras clave: Órganos de gobierno, democracia, burocracia, liderazgo, externalización.

being improved and reformed, so it is necessary to take into account a number of factors when considering this topic.

Generally, public administration is carried out at all levels of state power, but the article will focus on the local level of public administration because at this level it is possible to observe active reform activities in different countries. Also, the main subject of consideration in public administration will be the institutions and authorities.

The geopolitical aspect of this article includes that the consideration of the development of public administration will be made in the context of the foreign policy struggle of two modern superpowers: China and the United States. Researchers use the term “New Cold War” in relation to the kind of confrontation now taking place between the countries mentioned (Baru, 2021). This struggle is unfolding in various spheres of state activity, including political.

The main purpose of the research study is to examine the institutions of public administration, their future development, and sustainability in different states.

The study will be divided into two parts, during which two issues will be considered. The first question in this article is a comparative analysis of the public administration of China and the United States. It is necessary to consider not only the current state of public administration but also the history of the development of these countries, as the historical circumstances have a direct

impact on the state of the political system of the mentioned states in the present.

The second issue of this study is to consider what problems exist in the modern public administration of democratic countries, as well as possible ways to solve them. In particular, the notion of the role of leadership and outsourcing will be key aspects of the analysis of this issue.

Literature Review

In the course of writing the study, a number of scientific publications and monographs were used, which considered various aspects related to the topics of this article.

The book by Jeval on 2021, *A Brief History of China: From Ancient Dynasties to Modern Superpower*. Jeval describes the entire history of China in a concise style. Thus, the author managed to focus on the most important aspects of the development of the Chinese state. N. Ferguson is the author of *Civilization* (Ferguson, 2019), in which he presents the results of an important study. This study, to a certain extent, was to compare the development of European states and China during the historical period of the Middle Ages. Thus, the author managed to show the main differences and peculiarities of China. In addition, the researcher examines the process of invasion of the British colonists into this country, in the course of which he manages to show how the Chinese formed an aversion to European culture and values. In W. Lu's article "Public Administration in China - Evolutions and Modern State" (Liu, 2019) described the development of the sphere of public administration proper in the modern sense, so this study is limited to the time frame from the end of the twentieth century. In general, the description of the main aspects of the development of public policy in the sphere of governance is revealed in detail, especially in the context of considering the period of the development of decentralization in China. As for modern governance in China, this topic is fully disclosed in Xi Jinping's book "On Public Administration in China" (Jinping, 2021). Another important work by N. Ferguson is the book "Empire" (Ferguson, 2020), in which the author examines in detail the history of such state formation as the British Empire, and in the context of this, he describes the history of the United States in the early stages of the formation of this state. As for the history of the United States as a whole, the study of this topic was carried out by R. Rimini, who in his work "A Brief History of the United States" (Rimini,

2022) was able to clearly outline the main points from the history of this state. In his book, (Fukuyama, 2019) studied the development of the political order in the world, analyzing in detail the course of this process in each country, including the United States (Fukuyama, 2019). Such a study was important to the writing of this article because the author has largely described the shortcomings of public administration in the United States. "Institutional Change in Public Administration as a Trend of Modern Development" is a scholarly work by (Kozak, 2020a), in which the author analyzes the experience of institutional change in many modern countries of the world and derives general patterns of it. (Baru's book, 2021), *The New Cold War: H. Kissinger and the Rise of China*. (Baru, 2021) describes the escalating confrontation between the United States and China in the twenty-first century and draws attention to the fact that this struggle will intensify in the future. (Zwich, 2019), in his article, "A Theory of Public Administration in the United States". The author examines what are the main ways in which public administration in the U.S. is on the agenda today. This analysis is quite important in the context of this study because the main problems of public administration today have been shown. (Liou et al, 2022) investigated the role of the leader and leadership qualities for teamwork, in the course of which the author managed to draw a number of important conclusions. A number of Ukrainian authors in the work "Modern trends and current problems of education managers training" (Tsekhmister et. al., 2022) consider the problem of skills of modern education worker and come to conclusions necessary for detailed disclosure of the topic of this study. "Outsourcing as a tool for strategic planning in public management" (Mykytyuk et. al., 2021) is also a scientific study by several Ukrainian authors, during which the researchers consider such public phenomenon as outsourcing and its role in creating public management. (Aragão & Fontana, 2022) also examines the phenomenon of outsourcing in his article, but he focuses on how actions on the part of the state can destroy the interest of other organizations to participate in public administration. (Kozak, 2020b) in his research paper "The State as a Subject of Implementing Institutional Change in Public Administration". The author considered what role the own state plays in the existence and reform of public authorities.

Methodology

General Background

Institutional sustainability of public administration is quite a broad topic, the study of which requires the use of a wide range of methods and the study of a number of issues. With this in mind, different information was analyzed, in particular on the topic, of history, political science, pedagogy. It was important to consider each aspect in detail, in order to draw general conclusions.

The methodology

Thus, a number of scientific block methods were used in the course of this scientific research, and the study itself was conducted in several stages.

The first stage was the selection of information. The topic of this article covers many different aspects, so it was necessary to select appropriate sources. At this stage, there was also an analysis of the selected information, because, for example, the topic of the history of a certain country is a debatable issue, it was necessary to analyze it and select the necessary data for this article.

In the second stage of this research, the method of information synthesis was used. Since different aspects related to the topic were considered in this article, the information synthesis method became necessary to draw new conclusions in the process of analyzing different sources. For example, the information synthesis method was used when looking at how the influence of leaders at the local level in public administration is increasing in the United States, during which other sources were analyzed and emphasis was placed on certain factors related to this trend.

In the third stage of writing the study, concretization and synthesis methods were used. The method of concretization became important for this study because a large amount of information was expressed in the course of writing, and it was necessary to pay attention to the most essential, directly related to the purpose of this article. The method of summarization was used to summarize during the course of the writing. In particular, after reviewing the historical development of public administration in different countries, intermediate conclusions were drawn.

Sample / Participants / Group

This research is theoretical and was done without scientific experiments or other empirical means. Nevertheless, this article has benefited from preliminary research whose primary audience was the political system of China and the United States.

Results

Examination of the historical development and current state of public administration in China and the United States

Speaking about the historical development of state administration in China, one should first understand the geographical features of the territory where the People's Republic of China is located, namely the fact that its western part was enclosed by mountains, due to which the Chinese civilization was to some extent isolated for a long period of time, but it managed to create a unique social and political system. The early phase of Chinese history was characterized by long wars in which there was a struggle for power among the various dynasties. As a result of these struggles, the Qing dynasty came to power in the second century B.C. Its reign was rather short but brutal and bloody (Jaivin, 2021).

China was now establishing a total dictatorship of the emperor, which implied total submission to the authority of the ruler. It is also important to understand that the process of establishing this type of dictatorship played on a sociocultural factor, namely the development of the philosophical doctrine of Legalism. The representatives of this doctrine substantiated the necessity of total control by centralized power and the preservation of a clear hierarchy (Jian, 2022).

After the deposition of the Qing dynasty, the dictatorial type of government in China did not disappear. Power was no longer as brutal, but it remained tyrannical in later times. During the Middle Ages, China was a highly developed country compared to other world nations. During the period of New History, however, Europeans discover navigation, in the course of which they discover Chinese culture. As early as the 18th century, with the strengthening of the British Empire, there is an active colonization of China. The Chinese did not accept the British, as the latter pursued a rather cruel policy toward the indigenous population, so from this time onward, Western values (Ferguson, 2019) became unacceptable to China.

The first half of the twentieth century was a terrible and bloody period for China, ending with the establishment of communist power. The period of Mao Zedong's rule was characterized by the spread of communist norms in terms of state management, in particular the establishment of a strong hierarchical government structure, authoritarian power, and total propaganda.

However, after the death of Mao Zedong, the democratizing Hu Yaobang came to power. Thus, the period 1983-1998 saw an active process of scholarly research on public administration in China and the introduction of relevant institutions into the reality of (Keith, 2019).

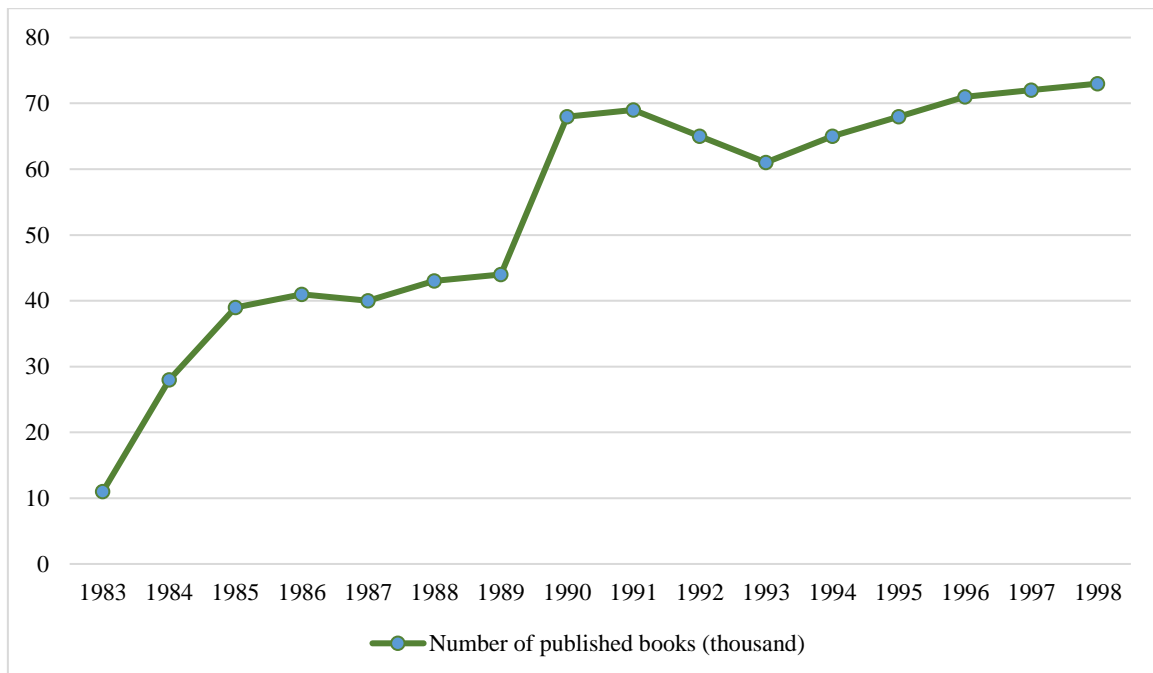


Figure. Number of published books on public administration in China
Source: (Liu, 2019)

In the first decade of the twenty-first century, the process of democratization in China continued actively, which had a positive impact on the field of public administration, because during this period there was a decentralization of public administration. However, with the arrival of Xi Jin Ping to power, everything has changed, as he is a strong leader, and in his activity takes a clear course towards the establishment of a new type of socialism. This socialism implies the centralization of state power and, accordingly, the sphere of public administration (Jinping, 2021). It is important to understand that, given the historical conditions in which China preceded it for a long time, a form of authoritarian centralized government is closer to it than a democratic one. This country is not characterized by any type of public administration of its own, but rather by its existence in the context of the Chinese paradigm proper. With this in mind, all managerial functions in China belong to the central authorities.

However, it should be understood that China is an active foreign policy player and cooperates with different countries of the world, so no matter how much it seeks to create its own paradigm, the impact of globalization will still be felt. Thus, in terms of the economy, there is a difficult problem for China, which is on the one hand to create the conditions for economic development, but on the other hand to strengthen the control of centralized power. To realize this, the Chinese government has decided to reduce the number of public administration bodies and increase the influence on their activities, which resulted in a certain solution to this problem, but this order will not last forever, so now China needs to find a new way in the field of state and public administration (Liu, 2019).

Speaking about another state that plays an important role in the modern world, the United States of America, it is necessary to understand that this country has followed the same political and governmental order since the beginning of its existence.

The history of the United States begins with the seventeenth century, this is the period when the British Empire actively colonizes North America. Britain's colonial activity was closely related to the foreign policy of another country, the Spanish Empire. The Spanish managed to establish colonies in what is now Latin America by finding large deposits of gold, silver, and other precious metals. Thus, the main activity of the colonists was not to develop these territories but to maximize the profit from the extraction of precious metals. Britain had planned to do the same in North America, but instead of precious metal deposits, they found large tracts of fertile land. With this in mind, the colonists' activity was to develop these lands by farming. An important element of this was that British power did not create rigid systems of government over the inhabitants, but instead allowed the colonists themselves to pursue policies in accordance with their interests (Ferguson, 2020).

Another important factor in the formation of the U.S. state system was who the British colonists were. At that time there were many processes of state in mainland England that were notable for their instability. In particular, these processes strongly influenced attitudes toward various Protestant religious movements. Thus, the bulk of the colonists were members of the Puritan faith. The ideas of Puritanism were based on the views of J. Calvin and implied above all the excommunication of the church from governance in various spheres. In addition, the main goal of the adherents of this faith was a personal success (Rimini, 2022). Thus, a system of government began to develop in North America in which local citizens played a major role, above all in pursuit of their own interests.

In the second half of the 17th century, when the colonies had already reached a certain level of development, the government of the British Empire began to introduce many different laws that were contrary to the interests of citizens, in particular those concerning tax collection. In the course of this began active armed protests of Americans, and then the War of Independence, as a result of which the U.S. was able to emerge as an independent state. At the same time, the active process of creating the state began, in particular, in 1789 the Constitution of the United States of America was created, which remains the fundamental document for this country until today (Rimini, 2022).

The United States was able to form the first federal system of government, which consisted in

narrowing the number of powers of the central government. In particular, the power functions of the federal level include conducting foreign policy, commanding the armed forces, and passing general bills. Most other functions of public administration belong to local state governments, which is why the United States is distinguished by its system of local government. Local government in the U.S. includes county executive agencies, which exercise governmental authority within a particular county that is part of a state. A municipality is a self-governing body, the essence of which is to establish governmental structures at the local level. This body of public authority emerged in the 19th century, during the rapid growth of cities and towns, to give citizens the power to elect a local government. The Mayor's Council is the body responsible for the interaction between citizens and the representative of the executive branch, the mayor, to ensure accountability. Town Meeting is a form of direct democracy that provides for the collegial participation of all citizens in decision-making on the allocation of funds in the municipal budget (Bohne, 2018).

Given this, we can say that during its history, the U.S. has developed its democratic system with an emphasis on local self-government and public power. However, this system currently has certain shortcomings, in particular, as noted by a contemporary philosopher and political scientist Fukuyama (2019), the political system of the United States is characterized by a high degree of bureaucratization, which has an impact on the system of public administration. The author also notes the influence of such a thing as clientelism, a phenomenon that characterizes the formation of the patron-client relationship, that is, the formation of a certain kind of dependence of the lower instances on the higher ones.

In his study (Kozak, 2020a) draws attention to the fact that in the modern world the institutions of public administration are changing rapidly. The author calls this phenomenon as a trend, according to which in the modern state leadership there is a certain fashion to change the institutions of public administration. It should be understood that such popularity of institutional reforms is not accidental and is due to the global challenges of modernity in the field of public administration.

In general, a comparison of the types of public administration in China and the United States can be demonstrated in the following table.

Table 1.
Comparison of the features of public administration in China and the United States

	China	USA
Type of political regime	Authoritarian	Democratic
Type of local government	Centralized	Decentralized
General features	Attempts to strengthen the role of the state in governance; Strong bureaucratization; Historical development of despotism.	Provision of many powers to local authorities; Existence of a large number of interconnected local government institutions

Source: Developed by the authors

Modern challenges of public administration and ways to solve them

One such challenge is the confrontation between the new socialism represented by China and democracy represented by the United States, which is taking on the character of a new Cold War confrontation. With this in mind, the struggle is taking place in many different spheres, including state administration. Thus, China has embarked on a course of increasing centralized hierarchical leadership, while the U.S. has advocated maximum decentralization of governance throughout its history (Baru, 2021).

However, as already noted, U.S. public administration is characterized to varying degrees by the presence of bureaucracy. With this in mind, there are a number of theories of future public administration in contemporary U.S. political science discourse. These theories were able to fully analyze the Ukrainian researcher (Zwich, 2019) and set out in his research paper. Relying on the article of this author, we can say that the United States understand the importance of institutional changes in the field of public administration in order to reduce bureaucratic elements. Thus, the main trend today is to give more power to individual officials at the local level so that they themselves decide and implement certain issues, not just orders from higher instances. The author also notes two possible ways of developing public administration that are being considered in the United States. The first is the so-called market approach to government, i.e., the main goal is the economic interests of the community through the development of entrepreneurship. The essence of the second way of development is that the development of strategic plans at the federal level is carried out, and the local communities and other bodies of public administration are guided by these plans in the first place.

It is important to understand that when an individual official receives more power in the context of decentralization of public administration, he or she also bears more responsibility for his or her actions. First of all, it should be understood that this person cannot fulfill all the responsibilities on his own, so he needs to form a team in which he will occupy a leadership position. In addition, leaders from different regions need to work together in order to increase the effectiveness of management. Specifically, (Liou et al, 2022) examines the performance of different leaders in a cooperative manner in his article. As a result, he manages to determine that by working together, performance becomes more effective for each of them. At the same time, it is considered that in the case of mutual retailing the performance of each of them significantly deteriorates.

Consequently, it is necessary to build leadership skills in students in schools and universities, as well as the ability to work as a team among them. However, this is not an easy task. A study written by a number of contemporary Ukrainian researchers indicated that an important element in the formation of relevant skills in today's world is the training of appropriate teachers (Tsekhmister et al., 2022). The study found that today's educational management workers must have a range of skills related to current global trends. To determine this, the authors of the study created their own hierarchical model, which shows that educational management is influenced by socio-economic factors; professional portrait of the specialist; organization of the educational process; actually, materials to be used in the educational process. Thus, the development of professional qualities of different specialists, including managers in the field of public administration, is influenced by the development of educational management.

It is important to understand that public administration in the modern world attracts more and more diverse aspects every year, so not every

manager will be able to cope with so much workload, much less perform work in different sectors. Given this, such a phenomenon as outsourcing arises. Outsourcing is the transfer of one's own authority to other individuals and institutions. As noted in the results of the study of the role of outsourcing in public administration, the transfer of powers will be most relevant in the following areas of public activity: transportation services, security services, cleaning services, and catering services. Outsourcing is quite important in public administration because the transfer of powers, firstly, increases the efficiency of task performance, when it is engaged by professionals of their business, and secondly, the involvement of non-governmental institutions in public administration increases its transparency at times. However, as noted in the study, it is necessary to optimize the strategy of modern management in order to increase the effectiveness of outsourcing companies (Mykytyuk et al, 2021).

The phenomenon of outsourcing was investigated by (Aragão & Fontana, 2022), who as a result of studying this problem was able to determine that outsourcing companies are the first to suffer in the case of budget cuts in the short term. This factor has a direct impact on the attractiveness of attracting various companies to the field of public administration. Thus, the author argues that governments need to consider this factor when developing public administration strategies and guarantee the safety of outsourcing companies in times of instability.

Considering institutional features, it is necessary to say that their sustainability and future depend to a greater extent on the state, since it is the state that decides on the abolition or modification of this or that institution of public authority (Ruban, 2021).

However, the state cannot implement such a policy in the spirit of voluntarism, because in a democratic society, power depends on the will of the people and can be overthrown in the case of audacious pursuit of its own policies. Thus, the main goals of the state in the context of public administration institutions are: creating and formalizing institutions; ensuring interaction between public authorities; ensuring the effective functioning of institutions; establishing and distributing responsibilities between different institutions; planning vectors of economic development and other branches of public administration (Kozak, 2020b). It is also important to understand that the nature of change

depends on the political characteristics of the state. In particular, as has been reviewed, the state of modern public administration in China is characterized by a certain level of decline, as the Chinese leadership adopts a policy of centralization of power. Given this, the sustainability of public administration institutions in this country is rather weak, as the bureaucratization of governance has a negative impact on the development of other governing bodies. In democracies, such as the U.S., discussed in this article, one can observe a course towards decentralization of executive power. Thus, there is an expansion of power and the number of institutions on the ground, but on the other hand, the bureaucratic elements are eliminated. Therefore, speaking of the democratic type of state, we can say that the bureaucratic authorities will not be particularly stable and will be eliminated, but over time, the influence of local institutions of public administration will increase.

Discussion

In the course of the study, the state of development of public administration in the modern world was considered. In addition, hypotheses were analyzed and expressed concerning the trends of development of management institutions in the future. However, it should be understood that this topic is quite debatable. First of all, it is worth paying attention to the fact that any studies concerning the question of the development of a certain phenomenon are quite subjective. It is about the fact that it is impossible to make accurate predictions because the opinions of each author are unique and based on his own beliefs and views. With this in mind, one should not choose to study only one scientist and, based on this, form one's own views. Many scientists should be involved in the study of the development of the future, and, importantly, these scientists should be from different branches of knowledge, due to which the main trends of future development can be determined. However, even given the existence of a variety of authoritative thoughts and ideas, it is impossible to make accurate predictions about the future, because there are a number of other factors that are not visible but may play a role in the context of the development of certain things. As for the topic of public administration itself, the development of this phenomenon will directly depend on the course of the confrontation between the United States and China, which has already been mentioned in the article. In particular, if there is a trend of the increasing influence of China in the foreign

policy of the world, we can talk about the spread of authoritarianism trends in the policies of many countries committed to China. On the other hand, the U.S. positions in the world will also affect the development of public administration in different countries of the world. In particular, we can mention the U.S. withdrawal from Afghanistan in 2021, as a result of which the democratic government was overthrown, a dictatorial regime was established.

General trends in the development of the modern world will strongly influence the institutional development of public administration in democratic countries because in the present one can trace the increasing influence of highly specialized industries in the life of society. In particular, digital technology plays an important role in modernity, which will increase over time. In order to ensure the development of this industry in society, managers should entrust certain functions to specialists than to carry out activities themselves, because this will increase the effectiveness of the integration of digital technology in society many times over. This applies not only to technology but also to a number of other aspects, such as economics, sports, etc. From this arises the importance of the development of outsourcing, which was mentioned in the study. Outsourcing is one of the innovative means of public administration, the use of which, according to scientists, should increase the efficiency of management activities. Given this, it is necessary to investigate and study in detail the application of the outsourcing method in public administration and, in the process, to draw attention to the shortcomings in order to eliminate them. Subsequent research on innovative methods of public administration concerns not only outsourcing but also other means mentioned in the article. In particular, it is important to investigate the role of the institution of leadership in public administration and to develop theories to improve its effectiveness.

Conclusions

As a result of the study, the historical development of China and the United States in the context of the development of public administration was analyzed, and its condition in these countries was considered. Thus, the following conclusions were made:

- The history of China is characterized by the development of a tyrannical state system. Although there have been attempts at certain periods to make a decentralized system of government, the Chinese government has

now adopted a policy of increasing control over various institutions. However, active cooperation with many countries and the challenges of modernity can shake this policy.

- The United States has existed throughout its history as a democratic state in which most government functions are carried out by local governments. Local government is characterized by its breadth and a high level of citizen involvement in decision-making. However, the problem of bureaucracy remains relevant today.

In addition, the article examined global trends in public administration, in particular, that in the context of bureaucratization the role of the leader is increasing, so in education, it is necessary to develop an effective methodology for training qualified specialists. Also widespread is such a phenomenon as outsourcing, which involves non-state actors in the field of public administration.

The general conclusion of this study is that in today's world the sustainability of institutions depends on the type of state. Authoritarian states, such as China, rely on the strengthening of centralized bodies, which threatens the existence of a number of institutions. Democratic countries, on the contrary, bet on decentralization, so bureaucratic institutions will be gradually eliminated, but in their place will be created various bodies of public administration, due to which we can talk about strengthening the sustainability of this kind in the future.

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