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CONTROL IN PUBLIC ADMINISTRATION SYSTEM

Abstract. *The analysis of origin and development of control in public administration of Russia allows to reveal major factors the determining its condition and further development in modern conditions. Results of the comparative analysis of management systems of the government and commercial structures, and also understanding of key factors of influence on control systems have a certain practical value.*

Keywords: *public administration, control, procedures of control, problem of management.*

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КОНТРОЛЬ В СИСТЕМЕ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ

Аннотация. *Анализ зарождения и развития контроля в государственном управлении России позволяет выявить основные факторы определяющие его состояние и дальнейшее развитие в современных условиях. Результаты сравнительного анализа систем управления государственных и коммерческих структур, а также понимание ключевых факторов влияния на системы контроля имеют определенное практическое значение.*

Ключевые слова: *государственное управление, контроль, процедуры контроля, проблемы управления.*

The first management ideas and practice appeared in ancient civilizations in a management system over created communities of people: communities, clans, nationalities and the people, later – the states. The practice of public administration based on tough administration required rules (laws) forming and creation of the control system behind their execution [4].

In the state history of Russia, researchers allocate two approaches to understanding of the term "management". The first approach captures the military management essence and identifies management of a goal-setting, definition of the troops' action direction. The second approach reflects a decision making order in rural descents and a city veche by joint discussion. Data on control during this period of Russia's history are absent, management was based on the oral right formed by the most influential members of a community. It is possible to assume that during this period of time self-checking and public control were cultivated in management.

In public administration system of the people has had significant effect on formation of practice of control national and historical factors, and further the religion cultivated in certain territories. In our opinion, the event had made an impact on control development 5000 years ago B.C. The Sumer civilization has entered written registration of the come true facts and in that way the foundation for constant and system control had been laid. Knowledge of the desirable (as it shall be) and actual (as it is actually) condition of objects and processes gave the chance to reveal deviations, to estimate and to accept management impacts. It increased a level of responsibility for results of work. Therefore, implementation of the main procedure (the elementary model) of control in a management activity began.

Ancient management practice revealed a number of problems some of which are relevant today both for public administration and for a management activity in general:

- correlation of administration, tough control procedures and methods of workers stimulation;
- correlation of relationship regulation in a control system legislatively (hard management) and moral and ethical codes (soft regulation and self-government);
- correlation of centralization and decentralization of management of the big and difficult objects.

Establishment of balance in these opposite tendencies (in a philosophical context in dialectic couples) in many respects defines control forms, methods of their application and volume of control procedures [5, page 25].

Review and comparison of public administration and management of profit-making organization allows making some generalization and conclusions.

1. In case of the general low level of management activity formalization in Russia, in public administration system formal management is more developed and in commercial structures informal management is more developed [2].

2. Public administration in comparison with commercial structures differs in the high level of administration and control, at the same time control is realized not systemically [6].

3. In system of public administration ordinary management consisting in establishment and maintenance of activity parameters the managed objects is, as a rule, applied. Commercial structures are more subject to influence of market factors which demand from them bigger degree of adaptability and flexibility [7, page 849].

4. State employees in comparison with managers of commercial structures are in conditions that are more comfortable:

- Uncertainty level in case of decision-making in commercial structures is much higher;
- State employees have a guaranteed salary that is usually tied poorly to results of work.

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