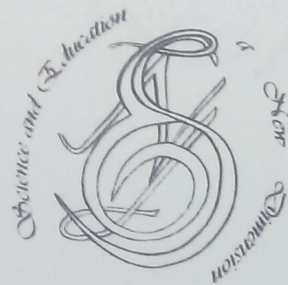


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Theoretical aspects of conflict issues in public administration

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Abstract. The theoretical foundations of conflicts and their resolution or leveling in public administration at different stages of social development have got a number of original features that are determined by the socio-political, economic and cultural processes, the nature of human activities and relationships. This basis of diagnosis is an important part of the incident and builds a mechanism for preventing and resolving the conflict situation in high places.

Keywords: public administration, civil service, a conflict, a strategy, a technology, a conflict situation, resolving and avoiding the conflict, a conflict resolution

Problem. The problem of conflict interaction in society is relevant throughout the existence of human civilization. Human history has proved that the conflict is not one of those phenomena that can be controlled and only guided by common sense and some experience. To make an effective impact on it, you should at least understand the true origins and causes of the conflict, identify the patterns of development and predict its possible consequences.

The current stage of the development of society in Ukraine is accompanied by the conflicts between the executive and the legislative branches, the political parties and movements, some political leaders and factions in the Verkhovna Rada of Ukraine, the President and the Government Office, between the central and local government and the government and various sectors of the population. This indicates that the formation of a new political system of Ukraine to the problem of the conflict requires both scientific understanding and the development of technologies to prevent the conflict and find ways to solve it.

The certain forms and methods of the conflict resolution in Ukraine have already existed. However, not all of them are effective and provide adequate returns. It requires a change of life, improvement of management, hard work to improve it. To properly regulate the conflict situations in public administration and skillfully neutralize their negative impact on social relations and transformation, for the certain forms of society and the solution, it is appropriate to detail the methodological problems of the platform of the conflicts in public administration.

Analysis of current research. To determine the scope of management as an activity on the conflict prevention of the economic, social issues and resolve them as a system of the conflict settlement and social crisis of the subordinate territories and exit from them the methodological aspects, theoretical findings and practical recommendations by well-known domestic and foreign scientists such as V.D. Bakumenko, A.M. Bandurka, S. Bocharov, L.M. Hyrasyn, N.V. Grishin, A. Gromov, S.D. Dubenko, S.N. Yemyel'yanova, O.G. Zdravomyslova, O.G. Ishmuratova, L.M. Karamushka, I.V. Kudryavtseva, V.I. Lugovoi, M.I. Pyren, D.G. Scott, V.P. Sheinov and others are investigated by the author.

The research of the society dialectic and the regularities of the conflict is presented in the works of K. Marx and the nature of the conflict functionalist and the theoretical aspects of the positive sides of the conflict are formulated in the works G. Zimmel. According to the historical development, T. Veblen was the first to combine the question of power and conflict. The study of state and government, as the influential aspects investigated V. Pa-reto, G. Mosca, R. Michels, their theoretical platform was used by the famous conflict theorists R. Darendorf, L. Ko-zer. In turn, Charles Mills considered the conflict aspects of the social order, analyzed the problems of bureaucracy and the concentration of power in the hands of the ruling elite. So the conflicts in public administration could be the start of various crises, including crises in public administration.

The aim of the study is a scientific theoretical foundation of the content, structure, typology and causes of the conflict in public administration, with the prospect of creating the mechanisms to solve them and leveling.

The main material. The American psychotherapist Eric Berne created a theory of transactional analysis. According to Eric Berne, the structure of a personality consists of three components - states: «child» (a source of spontaneous emotions, aspirations and experiences); «relative» (attraction to the stereotypes, prejudice, teaching); «adult» (a rational and situational approach to life). In the process of human interaction the transaction is carried out.

The conflicts are harmful because they often lead to confusion, instability, violence, they slow down taking the decisions [18].

The scientific papers of R. Dahrendorf and L. Coser have given the opportunity to consider the conflict through more rigorous definition of the problem areas of the study.

Another American scientist M. Amstuti has developed the idea of «usefulness» and «negativity» of the conflicts. The usefulness of the conflict is that it (Fig. 1).

The concept of the conflict begins to be separated from the concept of struggle and it has more definite content and more specific description, the conflict ceases to be abstract.

The American authors identify the following causes of the conflict: the interdependence of the tasks, divergence of the aims, the difference in perceptions and values.

- may prevent more serious conflicts (it makes relaxation in the team, allows to solve the problems by civilization);
- it stimulates creativity and initiative;
- it clarifies the position and interests of the participants.

Figure 1. The usefulness of the conflict

The possibility of the conflict exists where one person depends on another. The possibility of the conflict increases with growing specialization and division of it into subsections. This happens because the specialized units forming their own goals, strive to pay more attention to achieving them than all the goals of the organization. Instead of an objective assessment of the situation people find themselves, their department the most important in resolving any issues. It happens when the organization of educational work is bad. The American school has formulated its vision of the conflict, when there is a negative thought about the conflict; it is associated with aggression, quarrels and wars. Therefore, the conflicts for them are something undesirable (Weber School) [13, p. 45].

European «school of human relations» also believes that conflict is an indicator of inefficiencies, poor management and organization. According to the scientists, good relations in the organization can prevent the occurrence of the conflicts.

Modern theorists-managers are more likely to believe that in a well-governed organization some conflicts are not only possible, but also can be desirable. Don Herlihel, J.B. Slocum-junior believe that the conflict in the organizations can be a positive force. The purposeful building or

conflict resolution can lead to a constructive solution. The need to address the conflict could force people to look for the ways to change the methods of activity [12]. The positive role of the conflict is diagnosing its essence; it helps to identify «the weak sides», «the problem areas», actual questions, evaluate the processes of organization and its efficiency. Not noticing the conflict the manager can reduce the interest of the employees to work, so it can lead to a staff turnover.

Don Herlihel, J.W. Slocum-junior believe that conflicts can have serious negative consequences that discourage the efforts to achieve the goals and lead to a waste of time and money, can affect the mental health of the workers. If the conflict is difficult, the contradictory thoughts, ideas and views can lead to resentment, tension and anxiety. The deep and prolonged conflicts may even lead to violence [12, p. 383]. Don Tyesvold notes that the conflict is a distortion of the normal manufacturing process and collective existence in general [20, p. 80].

The British sociologist E. Giddens understands a conflict as a real fight between the current real people or groups, what sources and means of the fighting each participant mobilize.

In the present circumstances in management there is a need in the activities related to the prevention and settlement of the arising conflicts. This requires a thorough knowledge in the sphere of public administration theory and technology knowledge of the conflict resolution.

The word «conflict» (from Latin *confliktus*) literally means «collision». In Russian it has been used since the nineteenth century. These interpretation approaches lead to marginal understanding of the nature and essence of the conflict, because the focus is mainly on the struggle of the opposing forces (Table 1).

Table 1. The interpretation of the concept of «conflict» in various dictionaries and encyclopedias

The name of encyclopaedias, reference	The definition
Sensibly Dictionary by V. Dal'	It was missing till the twentieth century.
Collegiate Dictionary Russian Bibliographic Institute «GRANT»	The conflict is a clash, dispute, disagreement between the government and the people's representatives.
The second and third edition of the Great Soviet Encyclopaedia	The conflict is a clash of opposing interests, beliefs, goals, serious disagreements controversial, which results in more severe forms of struggle.
Encyclopaedia of Philosophy	The conflict is a limiting case of exacerbation of differences.
Ukrainian Soviet Encyclopaedia	The conflict is defined as a clash of opposing interests, attitudes serious disagreement, that is understanding of the conflict does not suffer significant changes from the foregoing.

Over the last decade in society there was a dramatic sharpening of the contradictions, which led to an increase in the scale and severity of the conflict phenomena; at the macro level it is primarily ethnic and inter-regional conflicts, and at the group level and at the personal level there is a range of the problems that can lead to the conflicts of interest, confrontation and interpersonal difficulties.

At the interpersonal level stress is increased due to the loss of sense of security, confidence in the future. Thus it is actualized the reality of the conflict issues. The reality of life today makes it necessary to understand the reasons for the growth of the emerging society of the conflict.

Today, a number of research centers and institutions are engaged in the issues of the conflict. In particular, we can point to set up at the Institute of Sociology of the Russian Academy of Sciences, Center for the Study of

Conflict, which has published several special issues of their own research, and Center for Sociological Analysis of ethnic conflict in the Russian Independent Institute of Social and ethnic problems, which also has relevant achievements.

The conflictological issues in Ukraine began to develop intensively, including the Institute of Sociology of NAS of Ukraine, Ukrainian Scientific-Research Institute of Problems of Youth, National Institute for Strategic Studies, International Institute for global and regional security and other research centers.

In 2003-2006 in the city of Chernivtsi and Kiev the wide-scale conferences were held and were devoted to the problem of social and political conflicts.

In 2004 in Kyiv the international conferences on the conflict in the post-totalitarian society took place and were

conducted by the International Institute of Global Regional Security. The book of abstracts, papers and reports on these conferences was published. In October 1996 the All-Ukrainian Association of Conflict was organized.

This is only the initial stage of practical study of the conflict. There is still research of the many problems of theoretical and applied conflict, due to the specificity of social and political processes in Ukraine. In addition, the priority is the development of Ukrainian managers' basic knowledge of the theory and technology of the conflict prevention and resolution, accumulated by the global and domestic science. Without this it is impossible to carry out management activities effectively, especially now, at this stage of the development of Ukraine.

Being a fairly wide range of phenomena the conflict as a concept is widely illuminated by domestic scientists in the scientific literature of many disciplines: Sociology [9, 15], Psychology [1], Conflict [3, 4] and Political Science [5]. The role of the conflict in management of civil servants in public administration can be found in the works of local and foreign scientists [6, 7] which cover the general issues of the concept of the «conflict», structure, causes, dynamics and function conflicts, and minimize the impact of the dysfunctional conflicts and ways of preventing and overcoming conflicts during the management activities.

The consideration of the conflict as a factor of the development can be found in the management literature [2, 10]. In the mentioned literature the issue of the constructive conflict perception processes during the exercise of administrative functions, the question of choice of effective behaviors that have favorable impact on the functioning of the organizations typology of the conflicts in organizations, the issue of active influence at the different stages during the course of the conflict management team is highlighted.

In the late 80-s and early 90-s of the XX-th century in Ukraine the prerequisites for theoretical and empirical study of the conflict were created. In contrast to the Soviet era, in the writings of Ukrainian sociologists I. Bekeshkina, D. Vydrin, E. Golovakha and others the historical analogues are used in understanding the crisis and the conflict in society, the study of the conflicts arising from defense production and living standards. A significant contribution to the formation of the conflict in the direction of Ukraine was the publication of «Dictionary of Terms on Conflict».

The attempts were made to generalize the theory and separate the different sociological approaches used by domestic sociologists. The need to return Ukrainian sociologists in the global process of theoretical studies was performed by V. Korolko, V. Tancher. The contribution to the study of the conflict theory, the classification of its historical forms and their comparative characteristics was made by A. Ishmuratov, Yu. Matsiyevskyy.

The formation of the political system of Ukraine in the context of the conflict theory in the book by A. Poychenko, V. Rebkalov, A. Khorostyan «Conflict in the political life of modern Ukraine: theory and technology solution» is pretty available characterized.

Based on the modern sense of conflictology paradigm, the authors focus on the special conditions of the political system Ukraine; consider the power as a source of social and political concepts.

To help those who want to master the basics of scientific knowledge about the conflicts there are educational and methodological manuals. The famous book is «Warning – Conflict!», which is addressed primarily to the managers, designed to ensure that they form a constructive attitude to conflict. The authors F. Borodkin, N. Koryak [8] in the scientific and popular form show convincingly that the conflict is a special kind of interaction of the organization when the actions of one party in the face of opposition from the other, make it impossible for the realization of its goals and interests.

The same objective continues in the tutorial by E. Utkin «Conflictology: Theory and Practice». Considering the basic ways, the forms and methods of preventing the conflict situations and resolving the conflict with unlimited economic, social losses from them, the author refers to those who are learning modern management and all those involved in the conflict.

The conflict is a clash of opposing attitudes, opinions, estimates, ideas that people are trying to solve with the help of beliefs or actions against the background of the emergence of emotions. The basis of any conflict is accumulated contradictions, objective or subjective. The development of the conflict is the scheme: conflict + intuition = conflict [21, p. 4]. The Russian scientist on the conflict resolution A. Dmitriev, V. Kudryavtsev and I. Kudryavtsev offer a clear cut distinction between the subject and the object of the conflict. The subject of the conflict is the main conflict, through which and for which decision the subjects come into confrontation. The object of the conflict can be any subject of the material world or social reality [14, p. 274]. A. Carmine considers intrapersonal, interpersonal, group, ethnic and other types of the conflicts and, above all, from a psychological point of view, among the most effective technologies for the conflict resolution favoring mediation is conducting the negotiations involving mediators [11, p. 5].

According to V. Ovchinnikov, a conflict should be understood as a collision of inappropriate, sometimes conflicting interests, actions, attitudes of individuals, ethnic groups, states and state agencies. The scientist distinguishes the conflicts entity in the terms of conflict relations, the subject and divides them into economic, social, external and internal, territorial, linguistic, confessional and others.

A. Semenov argues that the conflict can be defined as awareness opposition of the subjects and the subjective associations that injected by the existing objective contradictions in society and which are marked by the individual and group subjectivity in certain purposes, developed programs and implemented into real actions. According to the scientist, the conflicts are unfolded between the basic structures of society, including: government (legislative, executive, judiciary, bureaucracy as an independent social institution), entrepreneurship, manufacturers (intellectuals, workers, farmers, etc.). The last two categories constitute the social base of power circuits, parties aimed at getting support.

The conflicts are experienced at the subjective level: a conflict of the individual, group, community, organization, party. They differ from the contradictions as they are purposefully resolved.

A. Zdravomyslov continues this thought. He notes that there is a great temptation to consider the conflict as a

manifestation of the objective contradictions. The scientist draws attention to the fact that a completely different perspective of the conflict problems is observed during the attempts to bring social tensions of satisfaction of basic human needs and social groups [16].

This approach is demonstrated by P. Sorokin figuring on the causes of the social conflicts. The immediate prerequisite of any revolution, he says, has always been an increasing deprivation of the basic instincts of the population, and the inability to meet even their minimum [19, p. 21-27]. The suppression of these basic instincts causes social tension, frustration and conflicts.

Ukrainian researcher A. Romaniuk has his own views on the nature of the conflict and its impact on society. He argues that the social conflict means a clash of opposing interests, attitudes, significant divergence and sharp resistance leading to struggle. The most important cause of the social conflicts is a long unequal, in which the social groups are inevitably presented. And the results indicate the social conflicts in the real balance of power between different groups in society and open the way to various changes (Table 2).

Table 2. Definition of the conflict by various scholars

Scientists	Definition
A. Antsupov, A. Shipilov	The term «conflict» is meant to solve the most acute significant contradictions arising from the interaction, which is to counter the subjects of epy conflict and greatly accompanied by negative emotions.
S. Emelyanov	He defines a conflict as relations between the subjects of social interaction, which are characterized by their confrontation from opposing motives or reasoning.
M. Piren	He highlights deep enough the essence of the conflict, its types, the solution effectiveness factors in management. The conflict is the phenomenon of social development. The conflict is an open confrontation, as a result of mutually exclusive interests and positions.

Today is a widespread conflict analysis scheme developed by L. Petrovskay. This scheme includes the structure of the conflict, its dynamics, function and typology. This approach includes the full range of methodological and methodological tools to study the problem of the conflict. However, the theory and practice require different approaches, as none of the conflicts is identical to each other. There are five such rules (Fig. 2).

It is reasonable the opinion of the scientists that a conflict as a complex social phenomenon, encompassing all

aspects of life, has no unambiguous interpretation. But we can outline two directions of the definition of the term:

- a conflict is an opposition, contradiction, collision (of personalities, interests, forces, attitudes, beliefs) due to a crash, opposition, contrast; accuracy of the definition depends on the author;
- a conflict is a process of interaction, relationship, relationship system that depends on the difference of the subjects - the participants of the conflict (differences of interests, values, activities).

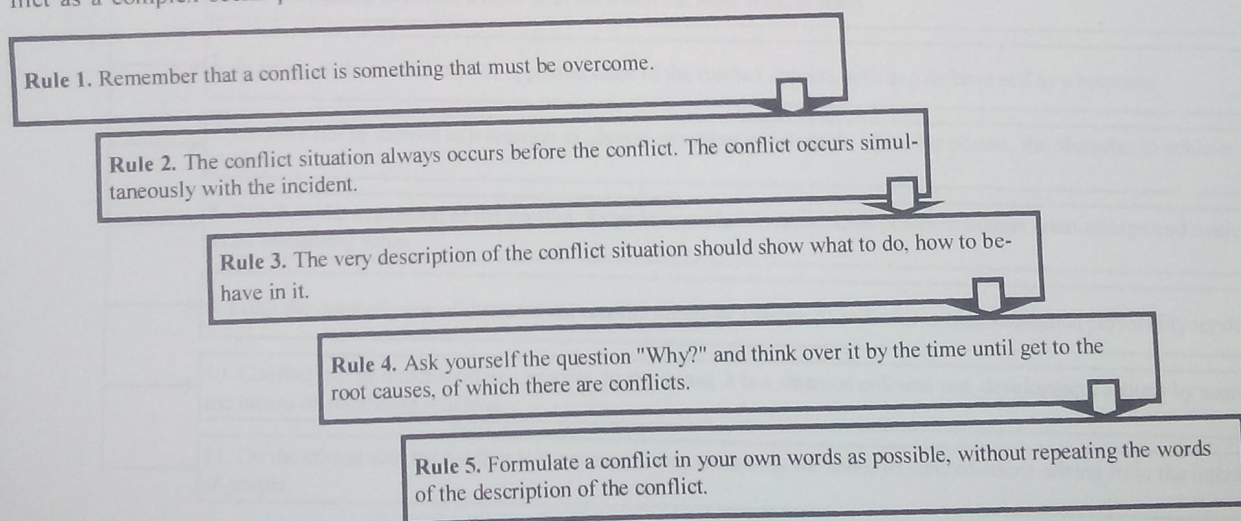


Figure 2. The rules of the most effective study of the conflict

The supporters of the first direction portray the conflict as a negative phenomenon, a kind of «disease». The supporters the second direction believe the conflict the natural condition of existence of people who interact, the tool of development of organization, micro-society and society in general.

The conflict in governance is both a process of communication and relationship in the development process, as in the communication process of developing relations between civil servants when they feel their contradictory

interests, opinions, positions. The conflict can be regarded as a disease of communication. Violation of communication can be described as the transformation of beliefs doubts or doubt beliefs. The conflict as a disease has symptoms communication, conflict infringement communication. The conflict is not a system of tangible objects; this is our vision formed inside. The conflict is a picture of the real situation, which is formed in the minds of each member. Conflicts not only possible, but sometimes in groups of high-level (sector departments and other gov-

ernment departments, executive committees and executive boards of various devices) are desirable. They help identify the different views, for more information, generate more alternatives for decision making to a new level of the development. We consider the conflicts in public administration. Public administration is a form of social relations that have certain characteristics, and this specificity determines that the conflict in public administration is the process of communication, the relationship, when one side feels that the other is opposed to its interests, or violate their purpose.

Public administration is considered in the conjunction with the question of public service. Public service in Ukraine is professional activities of the people who occupy

the positions in government and their apparatus on practical tasks and functions of the state. Civil servants have the appropriate service authority, with their inherent professional awards; mentality and culture are different from all other social groups, one important feature namely, the responsibility for managing the state. It is this feature in all epochs of social development has caused the concern with the scientists that automatically apply to workers in this socio-professional group. The reason for this interest is that «the identity of a civil servant, is an integrated set of the properties of the individual that captures the organic unity of individual qualities and features of its inclusion in the social relations through the civil service» [17]. The conflict in the civil service can fully identify (Fig. 3):

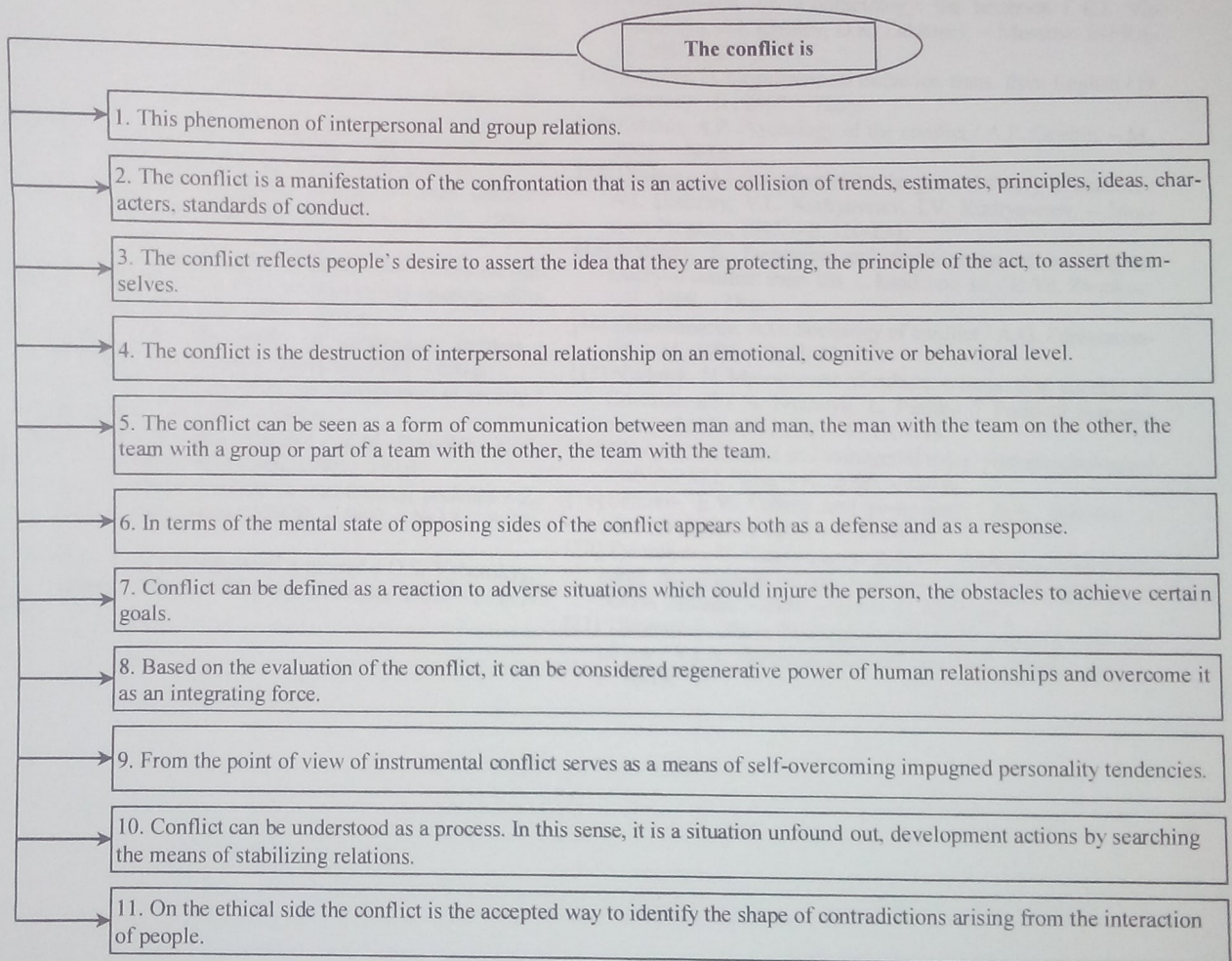


Figure 3. Definition of the conflict

N. Nyzhnyk, V. Oluyko, L. Pashko in the book «Business Communication in public administration» go on the assumption that the basis of management is the human factor that every problem in the organization is a problem of human resource management. They are convinced that in today's society there cannot be an effective and efficient administration of human resources without proper system of internal and external communication. The specificity of communication is determined that in the communication process the subjective world of one person is revealed to another.

Conclusions

The best strategy that the managers require in practice, in the organization is to be well acquainted with the problems and conflicts, not to be afraid to prevent them with the help of creative thinking, to give skilful respond to their cause and give competent answers to the questions: resolve or prevent the conflict.

Governments cannot exist without the clash of ideas, attitudes, goals as individuals and small and large groups. Regularly there are differences of opinions and all sorts of contradictions that often develop into the conflicts.

Until recently, in the system management companies and organizations there were no employees of the conflict areas, and the job descriptions of the managers and specialists among the management functions, didn't have the one to prevent and resolve the conflicts.

Their only duty was to create «acceptable psychological climate», meaning existing masking inevitable in a team, contradictions and conflicts collisions. Where the conflicts arose, their solution was entrusted to the trade unions and social organizations.

The managers and representatives of state authorities had to settle the conflicts, but the result of intervention de-

pends on their personal experience and intuition. In case of situations in which the head, officials detected a direct participant in the conflict, its ability to influence the course of the conflict confrontation, manage disagreements remain the best solution. The main thing is that in this situation the leader should behave so as to be more accountable for the results and consequences of conflict behavior. The problem for him may be not only to resolve the conflict in government, but also to prevent its development spontaneously, minimizing its destructive consequences, develop and apply technology effectively in order to resolve of the incident constructively.

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