ПРАВО ТА ПУБЛІЧНЕ УПРАВЛІННЯ СУСПІЛЬНИМ РОЗВИТКОМ

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РОЗВИТОК ПУБЛІЧНОГО УПРАВЛІННЯ ЗА ДОПОМОГОЮ СОЦІАЛЬНИХ ТЕХНОЛОГІЙ

У статті розглянуто значення соціальних технологій, які зачіпають, по суті, всі сторони соціальних явищ, встановлено їх кумулятивний ефект, що виражається у постійному збагаченні соціального досвіду, впровадженні ефективних зразків діяльності (зокрема управлінської), нарощуванні багажу знань, майстерності, стратегій, багаторазовому використанні алгоритмів вирішення типових соціальних проблем.

Встановлено низку причин, через які соціальні технології в публічному управлінні стають все більш актуальними, а саме: 1) в умовах суспільного розвитку, під впливом глобалізаційних процесів, цифровізації суспільного життя та іманентними йому мережевими соціально–економічними зв'язками, на перший план висувається проблема соціального управління; 2) стрімко зростає соціально–технологічний інструментарій, що дозволяє вже сьогодні сподіватися на органічне вбудовування його в мережу як соціальних, так і інформаційних технологій організацій будь-якого типу; 3) розповсюдження сучасних інфрмаційно-комунікаційних технологій з їх можливостями впливу на масову суспільну свідомість.

Розглянуто результати реформи децентралізації в Україні як приклад стратегічних змін в організації суспільного буття та підґрунтя для застосування соціальних технологій в управлінні громадами.

Зроблено висновок про актуалізацію застосування соціальних технологій в публічному управлінні, зумовлену: 1) орієнтацією на оптимальні форми буття соціальної системи, її ефективності, раціональності; 2) потребою у створенні динамічних соціальних систем, які характеризуються збалансованістю відносин усередині самої системи та гармонізацією відносин з іншими системами; 3) потребою у реалізації соціальної творчості; 4) соціальною необхідністю в планомірному, прогнозованому та керованому розвитку соціальних систем та процесів; 5) соціальною необхідністю у подоланні стихійного розвитку соціальних процесів та забезпеченні їх спрямованості в галузь задоволення соціальних потреб; 6) суспільною потребою в цілеспрямованій зміні та розвитку соціальних систем та соціальних процесів; 7) соціальною потребою у зниженні рівня соціальної невпорядкованості та нестабільності; 8) необхідність використання цифрових інструментів в управлінні суспільним життям; 9) соціальної потреби у реалізації конструктивного характеру соціальних процесів.

Ключові слова: соціальні технології, публічне управління, стратегія, новий публічний менеджмент.

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DEVELOPMENT OF PUBLIC ADMINISTRATION WITH HELP OF SOCIAL TECHNOLOGIES

The article considers the importance of social technologies that affect, in fact, all aspects of social phenomena, established their cumulative effect, which is expressed in the constant enrichment of social experience, implementation of effective activities (including management), increasing knowledge, skills, strategies, reusability algorithms for solving typical social problems.

A number of reasons have been identified for which social technologies in public administration are becoming increasingly important, namely: 1) in the context of social development, under the influence of globalization, digitalization of public life and immanent network socio-economic links social management; 2) the socio-technological tools are growing rapidly, which allows us to hope today for its organic integration into the network of both social and information technologies of any type organizations; 3) the spread of modern information and communication technologies with their ability to influence the mass public consciousness.

The results of decentralization reform in Ukraine are considered as an example of strategic changes in the organization of social life and the basis for the use of social technologies in local community management.

The conclusion was made about actualization of social technologies' application in public administration, caused by: 1) orientation on optimum forms of social system existence, its efficiency, rationality; 2) the need to create dynamic social systems that are characterized by balanced relations within the system itself and the harmonization of relations with other systems; 3) the need to implement social creativity; 4) social necessity in the planned, projected and managed development of social systems and processes; 5) social necessity in overcoming the spontaneous development of social processes and ensuring their orientation in the field of meeting social needs; 6) the public need

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for purposeful change and development of social systems and social processes; 7) the social need to reduce the level of social disorder and instability; 8) necessity to use digital instruments in managing social life; 9) the social need to implement the constructive nature of social processes.

Key words: social technologies, public administration, strategy, new public management.

Problem statement. The history of mankind in the period from the middle of the XIX century at the beginning of the XXI century is organically linked with the phenomenon of the technological revolution, which contributed to the emergence of knowledge-intensive branches of knowledge and the emergence of new ways to solve existing problems. Against this background, the problem of a conscious, purposeful change in the forms of social life, strengthening control over negative manifestations of the social environment and managing them became more and more urgent. All this contributed to the fact that the concept of "technology", which originally arose in the field of natural science, from the middle of the 20th century affirmed in the social sphere. The significance of social technologies, affecting, in fact, all aspects of social phenomena, is seen in their cumulative effect, which is expressed in the constant enrichment of social experience, the introduction of activity effective models, the accumulation of knowledge, skills, strategies, and the repeated use of algorithms for solving typical social problems. This makes socio-technological issues relevant for various areas of social activity, although in modern conditions the development and implementation of social technologies, which are means and ways of overcoming, resolving social problems, obtaining the most significant results with limited resources, becomes important in public administration.

Analysis of recent research and publications. Problems of social technologies using (in particular in public administration) are drawn in works of D. Bell, W. Burke, H. Hornstein, Yu. Surmin, M. Tulenkov, R. Vainola, S. Wess. N. Cohen, V. Lapuente, S. Van de Walle, W. Waheduzzaman devoted their researches to New and Post-New Public Management, where social management and technologies presented. K. Popper and V. Kosenko were interested I general problems of society and human development.

The purpose of the paper is to clarify the prospects for the use of social technologies in public administration.

Main body. In the context of our research and the complexity of organizational life and the accumulation of managerial knowledge there is a shift of the main dominants of management concepts in the direction of socio-psychological methods of regulating organizational processes using techniques and technologies of social engineering. In this regard, management is not limited to achieving the goals of the organization, it is a means of supporting the organization, its optimal functioning and development. Reserves of management, thus, are sought through the use of "soft" management methods, so the object relations for the subject are increasingly falling into the subject field of public administration and sociology of management, where one of the important scientific concepts is social technology (in narrow sense) is a set of tools and techniques used to influence the consciousness and behavior of a group or groups of people to transform a social object [17].

Social technology (in broad sense) is a way to achieve the goals of optimizing the life of society, its sustainable development. It acts as a structural element of the social system, using the potential of social elements and social ties. The main function of social technology – providing a system of reproduction of social processes in certain parameters (quality, properties, integrity of activities) [10].

The scientific literature provides an opportunity for terminological analysis of the concept of "social technology management" from the standpoint of three approaches.

1. A broad general scientific philosophical approach, according to which all "human culture is treated as a universal technology", in the context of which "means of regulating the life of human groups, expressed in relevant value systems and social institutions, can be described as social technology" [10].

2. Special-scientific, cybernetic approach, in which social technology appears in a way that streamlines human activity, especially management [9]. Rationalization of the method of activity is aimed at optimizing social processes: social relations, social communications as a form of management action. Developing the opinion of D. Bell, we can say that social technologies are methods of influencing the organizing social principles, including the corporate elite, on specific teams, groups of people engaged in production activities, including in the formation and implementation of investment projects.

3. Narrowly special – from the standpoint of sociology of management and New Public Management concept.

In a narrow sense, any management technology is social, if it, as a way to influence the team to optimize production activities (both in the material and spiritual spheres), meets the criteria of scientific and rationality, accepted in this culture [13].

As the practice of management shows, social technologies are used more and more often than we realize today, for the following reasons:

1) in modern conditions of social development, the factors of which are globalization, the formation of the information society, with its inherent network of socio-economic ties, the problem of social governance comes to the fore. The problem of management in all spheres of socio-economic activity is complicated by changes caused by innovation;

2) the arsenal of socio-technological tools is growing rapidly, which allows us to hope today for its organic integration into the network of both social and information technologies of the organization;

3) the spread of modern information and communication technologies with their ability to influence the mass public consciousness.

As a complex process, the effect of social technology on society is a chain of transformations that

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exist both within each of the systems of society (for example, the regularity of some socio-economic processes to others) and between systems and characterize the whole system as a functional unit.

The essence of social technology is manifested in the way of self-reproduction and development of the surrounding reality through information interaction. Thus, social development is a sequence of repetitive autonomous acts of structuring [14].

Social technology ceases to be rigidly determined, becoming a means and instrument of movement of the social system to self-development, self-organization and self-improvement, an instrument of advanced human development, increasing social intelligence.

According to K. Popper, the source of the development of social technology is the practical problems of man and society. Social technology is designed to effectively address issues such as poverty, unemployment, health loss, and violence.

Social technology is aimed at creating favorable living conditions and is a way to produce vital forces, optimize the vitality of space as at the level of the social cell of the social organism - "social district" [16], social microworld [17] and at the level of society through the formation of social intelligence [3]. New social technologies, in line with social synergetics, include methods, tools and instruments of self-development of the social system and bringing it to such an attractor, where its further functioning will eventually automatically fall within the optimal regimes through the mechanisms of self-organization.

According to R. Vainola, the technologicalization of social space has recently been a factor in ensuring the social functioning of society, with social technology largely acting as an intellectual resource, the use of which allows not only to study and predict social change, but also to actively influence social development, to obtain the predicted social result [1].

According to researchers Yu. Surmin and M. Tulenkov, what is happening today in the field of social technologies can be defined as a technological revolution caused by a combination of a number of important technological factors. These include: rapid renewal of spheres of public life, ie the dynamics of social change; global democratization of social systems; the process of transition of civilized societies to the information sphere of existence; definition of social space as the main object of technologicalization [7].

The most common technologies in the field of public administration are technologies for making and implementing management decisions, personnel technologies, project management technologies [6]. For last decades also went into top e-petition and electronic appeals of citizens to public authorities.

Modern democratic states, including Ukraine, are focused on ensuring the welfare of the population, which, in turn, involves solving the following tasks: formation of an effective social infrastructure; ensuring the stability of the economy; ensuring the effective development of territories in socio-economic terms; ensuring environmental safety.

It is obvious that the solution of these socially significant tasks can only be ensured through a systematic approach, strategic planning, management orientation to the most effective result, which also actualizes the inclusion of social technologies in the public administration system. In other words, social technologies concentrate on:

– improving the efficiency of public administration;

– the use of scientifically and practically sound approaches to planning management impact in the long term;

– implementation of systemic managerial impact by linking state resources with socially significant goals and objectives, through the development and approval of strategies, plans, target programs.

The use of social technologies in public administration is one of the elements of its technologicalization, which involves the integrated use of social design, social technology and engineering, or what some scientist called Post-New Public Management or new public governance.

Social design is a form of social management, scientifically sound construction of a system of parameters of the future social object or a qualitatively new state of the existing object [12]. Social technology means a set of sequential actions aimed at the object of social reality and aims to transfer this object from one state to another, or to preserve the state of this object [16]. Engineering is a field of human intellectual activity, discipline, profession, whose task is to apply the achievements of science, technology, use of laws and natural resources to solve specific problems, goals and objectives of mankind. According to another definition, engineering is the study of using scientific principles to design and build machines, structures, and other things the way that something has been designed and built including in the field of management and marketing [11].

The joint use of social design, social technologies and engineering allows us to talk about the use of social engineering (socio-engineering) in public administration – socio-engineering of public administration. Social engineering in a broad sense – is a set of approaches in the applied social sciences, focused on changing people's behavior and attitudes, solving social problems, adapting social institutions to changing conditions and maintaining social stability [7].

As already mentioned, social design involves scientifically sound construction of a system of parameters of the future social object or a qualitatively new state of the existing object. In relation to the subject of our study, such design means scientifically sound construction of the parameters of the future system of public administration, ie its development, improvement, or transition to a qualitatively new state, ie transition to new structural, functional, institutional, information models, modification, reform.

This definition of social design in public administration at its highest level (state) today is best met by reforms of decentralization, launched in Ukraine in 2016 and finished in 2020.

Resulting:

- in Ukraine, instead of more than 11,000 small territorial communities, 1,469 territorial communities were created and 136 new districts were formed instead of 490 districts;

- there was a transfer of powers, finances and property for their implementation, as well as responsibility for their implementation from the central government to local governments;

- the unification of small communities has expanded not only their powers, but also financial opportunities for the implementation of development projects, as the new model of financial support of local budgets provides some autonomy and independence from the central budget;

- the new legal framework has significantly strengthened the motivation for inter-municipal consolidation in the country, created appropriate legal conditions and mechanisms for the formation of viable territorial communities of villages, towns and cities, which unite their efforts to solve urgent problems;

- 99.9% of the objects of common property of the communities of the district were transferred to the communal property of the communities. [Based on 4].

Public administration reform in Ukraine involves a series of consistent, step-by-step steps to introduce new principles, methods, structures, strengthen the "vertical of power", improve the interaction of central and local authorities, increase the efficiency of the civil service. Further improvement of the legal support for the implementation of organizational transformations in the system of executive bodies should be aimed at achieving its integrity and system, clear delimitation in functions between executive bodies and local self-government on the hromada level.

Public administration reform in Ukraine is impossible without qualitative changes in the legal regulation of public authorities in order to improve the efficiency of their functions, improve the quality of administrative services, as well as active interaction with civil society. Today there is an urgent need to strengthen the constitutional and legal foundation of state bodies and their staff. All this highlights the importance of substantiating the need and ways to strengthen the unity and integrity of the civil service as a social, public and legal institution, elaboration of proposals to strengthen the constitutional and legal foundations of this institution, improving the mechanism of legal regulation of the civil service.

Public policy reform involves:

- creation of independent and professional public administration and civil service, the staff of which is staffed on the basis of qualifications and business qualities of employees;

- real, fast and steady increase of efficiency of public administration at all levels;

- improving the quality of service and creating a system of public administration focused on the end user of services;

- improving the interaction between government officials and the private sector [2].

Also, in order to restore public confidence in the strategic policy of the state, the effect of reforms on society must be sufficiently tangible and relatively rapid. This should be achieved on the basis of strategic-project approach to the construction and implementation of modernization strategies [5].

The methodology of project management is one of perspective technology in public sphere. It involves the development, implementation and development of the project as a complex system that reproduces and operates in a dynamic environment. The main elements of the project are the idea, the problem (problem, task), the means of their implementation (problem solving) and the results obtained during the project implementation. There are four phases of the project, which alternate during its life cycle: the concept of the project (formation of the idea), setting tasks); project development and preparation; project implementation; end of the project. Each of the phases, in turn, is characterized by a set of more or less stable elements and a certain technology of execution [8].

With the growing social role of the state in the late 1980s and early 1990s, with the accumulation of multilevel projects and programs of national and sectoral scale, a number of managerial problems exacerbated due to the heterogeneity of the management field of programming. First of all, it was about the dispersion of government spending and the growing difficulty of identifying a systemic effect for a wide range of citizens.

The answer to such a managerial challenge and growth socio-economic threats to the sustainable development of states was the gradual adoption by the public sector of the practices of commercial strategic planning and management. Mostly, measures to adapt strategic planning in public administration took the form of medium-term government reform programs to modernize the country, the economy or public authorities in order to achieve managerial effectiveness. Often such programs were a continuation of previous programs on innovation and transformation in public administration and were accompanied by the implementation of pilot projects in a particular area of government (USA, 1987-1993; France, 1982-1989; Great Britain, 1980–1998; Ireland and Switzerland, 1994–2004; Finland, 1995–2003 and others). As a result, the first management practices for integrated strategic planning and management emerged socio-economic development due to: integration of national projects into the system of strategic planning and management of the country; pilot application of strategic management techniques directly for the system of implementation of national projects; modification of project management due to a number of elements of strategic management [5].

Thus, national design provides a long-term horizon for planning and development of socio-economic system, based on the need to overcome the ineffectiveness of conventional tools of public administration, which, being effective in solving current problems, loses its effectiveness in the strategic dimension.

Realization of UN Sustainable Development Goals (SDG) in Ukraine is an example of long-term development, where social technologies are used. The objectives cover three aspects of sustainable development: economic growth, social integration and environmental protection, namely:

– No Poverty;
– Zero Hunger;
– Good Health and Well-being;
– Quality Education;
– Gender Equality;
– Clean Water and Sanitation;

– Affordable and Clean Energy;
– Decent Work and Economic Growth;
– Industry, Innovation and Infrastructure;
– Reduced Inequality;
– Sustainable Cities and Communities;
– Responsible Consumption and Production;
– Climate Action;
– Life Below Water;
– Life On Land;
– Peace, Justice, and Strong Institutions;
– Partnerships for the Goals [15].

Most strategic projects on realization of SDG in Ukraine today are in the early or middle stages of implementation, the first practical steps have been taken only for some projects in the social sphere, financed from the budget. The experience of national design has revealed the problem of lack of adequate to the Ukrainian administrative and business environment organizational and economic model that would ensure coordination of state and private sector on the basis of regulatory mechanisms, information interventions, institutional levers (including public-private partnership), infrastructure investment, etc. The general assessment of the current state of implementation of national design in Ukraine indicates the lack of efficiency in the use of this institution of strategic development. The scattering of managerial efforts and financial resources due to systemic defects in goal-setting (strategic planning) leads to a slowdown in the overall dynamics of change, the fragmentation of national goals. The latter at a certain stage creates a threatening basis for the replacement of national goals with corporate ones with a corresponding sharp increase in the corruption capacity of the project.

Taking into account the peculiarities of the situation with SDG implementation in Ukraine, as well as features of national design and planning in different countries, it should be noted the need to reformat the system of selection and administration of national and regional projects and establish a new logic of their implementation.

Conclusions. The growing interest in social technologies as ways, methods, means of targeted impact on social objects, a specific area of theoretical knowledge that explores the patterns of such an impact, can be considered as an integral part of the technological revolution, which has profoundly transformed and continues to transform the world around us. Of particular importance is the socio-technological issues in public administration, where large-scale goals of social development are formulated, volumetric transformations are carried out, political will is concentrated, significant intellectual, personnel, material, financial, and social resources are concentrated. It is in public administration, where the importance of the subjective factor is so great, that the scientific substantiation and support of the development processes, adoption and state decisions implementation are of particular relevance.

In general, it can be argued that the processes of actualization and conceptualization of socio-technological issues in modern public administration are due to the following reasons:

1) orientation on optimum forms of social system existence, its efficiency, rationality;

2) the need to create dynamic social systems that are characterized by balanced relations within the system itself and the harmonization of relations with other systems;

3) the need to implement social creativity;

4) social necessity in the planned, projected and managed development of social systems and processes;

5) social necessity in overcoming the spontaneous development of social processes and ensuring their orientation in the field of meeting social needs;

6) the public need for purposeful change and development of social systems and social processes;

7) the social need to reduce the level of social disorder and instability;

8) necessity to use digital instruments in managing social life;

9) the social need to implement the constructive nature of social processes.

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І.А. КСЕНИЧ

ПІДТРИМКА ПІДПРИЄМНИЦТВА Й ІНВЕСТИЦІЙ МІСЦЕВИМ САМОВРЯДУВАННЯМ: ПОЛЬСЬКИЙ ДОСВІД ДЛЯ УКРАЇНИ

У статті представлено теоретичні підстави підтримки підприємництва й інвестицій місцевим самоврядуванням та інструменти підтримки бізнесу в Польщі. Так, автором запропоновано віднести інструменти підтримки бізнесу до таких тематичних груп:

1. Стратегічне планування, політика розвитку підприємництва на місцевому рівні. Місцева влада повинна розробити стратегію розвитку бізнесу. Це може бути окремий документ або частина загальної стратегії розвитку територіальної громади. Її впровадження потрібно регулярно моніторити.

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