

INTERACTIVE COMMUNICATION AND MODERNIZATION TECHNOLOGIES OF GOVERNMENTAL ADMINISTRATION IN MODERN SOCIETY: MAIN CONTRADICTIONS AND DIRECTIONS OF DEVELOPMENT

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Abstract

This study is devoted to the main problems and key directions of using interactive communication technologies in optimizing and improving the governmental administration of various processes in modern society. The authors analyze the implementation of ICT in several interrelated aspects: firstly, in the context of developing a service approach to the transformation of public administration; secondly, in the aspect of doctrinal and program provisions for the modernization of political process in society; thirdly, in terms of developing the electronic forms of democracy and the concept of e-government. The work separately presents a theoretical and practical analysis of the effectiveness and adequacy of the development of four innovative forms (e-public network, e-public administration, e-democracy, e-services) of a governmental organization of the society, as well as specifies three key areas for implementing interactive forms and service concept into a modern political process.

Keywords: state, interactive communication technologies, interactive democracy, legal regimes, public authority, transparency, e-government, electronic public networks

1 INTRODUCTION

The end of the XX and the beginning of the XXI century can be called with certainty the era of the transformation of political and administrative management. Of course, the ideological-doctrinal, legal and political bases of these reforms were different in many state-legal frameworks, nevertheless, the directions and intensity of these transformation processes largely coincided [1]. The general vector of modernization of political and administrative management was the revision of the legal framework of the modern state and governmental administration, as well as the formation of relatively new and more effective forms and methods of interaction between the individual, society and state.

A "service concept" of management and provision of public services to the population served as the leading ideological and conceptual and doctrinal and software base for "updating" the forms and technologies of governmental administration, which is based primarily on the interactive, electronic and network forms of governmental interaction in the system of personality - society - state, as well as legal regimes of transparency (openness) of the managerial process. At the same time, the transparency technologies include, first of all, the formation of information openness in the activity of the entire system of public authority. The latter is implemented in various technological forms: on-line access of the citizens to the publicly relevant information; interactive participation in the process of developing and discussing the regulatory and legal acts, as well as making managerial decisions, monitoring their implementation, evaluating the results of governmental activity; electronic notification of the situation and actions of the officials, etc.

Moreover, the unified standards, requirements and criteria that, on the one hand, are aimed at assessing the readiness of a state to move to a service paradigm of governmental administration and the use of e-government (for example, the annual UN reports – Global E- Government Readiness Report) are formed at the international legal level [2, 12 - 15]. On the other hand, these standards and requirements determine the priorities and orient modern states to modernize public authorities using advanced interactive communication technologies (ICTs), set priorities for the development of service management, enhancing the information "maturity" and e-mobility of civil society.

The success of implementing mobile electronic systems, databases, interactive forms of human interaction, for example, through the social networks, has generated a stable idea that the interactive forms communication will provide convenient forms of interaction between the citizens and the authorities, make open management activities, simplify bureaucratic procedures, open a new era of mobile influence of civil society on the adoption of governmental decisions and improve public control over the implementation of social, as well as political and significant projects, etc.

2 METHODS, MATERIALS AND KEY APPROACHES TO SOLVING THE PROBLEM

The key differences in the development of service management technologies and the interactive governmental influence of civil society institutions on the political process and the implementation of state power in contemporary research literature and political and legal practice are, as a rule, in different emphases and priorities for the modernization of management activities, as well as in understanding the essence, content of the social purpose of the ITC in governmental interaction and the service approach in public administration. In this regard, it is possible to distinguish different versions of the latter's interpretations.

So, within the framework of some projects for public administration modernization, the main emphasis is made on modernizing and ensuring the effectiveness of public administration. In others, the emphasis is made on the qualitative change in the principles and forms of governmental interaction in the system personality - society - state, the development of technologies for the interactive participation of civil society in the adoption of socially significant decisions. Thirdly, the key orientation is the transformation (transition to a completely different level, style and forms of social organization) of the entire social (socio-cultural, economic, political, legal and other) life of the society that corresponds to the information age.

For example, in modern Germany, the main emphasis is made on a qualitative update of the entire management process (from making meaningful socio-political decisions to providing specific public services to the population, based on information and communication technologies) both in political rhetoric and in scientific and practical projects. The strategic imperative here is the creation and development of effective technologies for the relationship between the society and the state, based on the satisfaction of users of public services (citizens, refugees and other subjects of law). At the same time, there is an active accumulation of the necessary interactive database used to provide legislative, law enforcement and judicial activities by the public authorities. In its turn, the basic criterion of success (efficiency) is "maximization of the whole aggregate of services in the form of an aggregated result of consecutive iterations" [3, 12].

In the US public policies related to the introduction of ITC and the development of electronic services, the main focus is on ensuring "comfortable" and mobile interaction of the state and the business structures in meeting the interests and needs of users of public services. And one of the dominant trends in US policy is the gradual transfer of the right to provide public services to the population to the business corporations and a branched system of civil institutions. The main "motive" for all these innovative transformations, as it follows from official doctrines, programs and regulatory documents, is connected with the increase of social and economic efficiency and rationalization of state administration. In addition, these changes are associated with a decline in public spending, a reduction in the staff of civil servants, officials, bureaucratic staff, and a qualitative change in the whole system of traditional bureaucratic management of social processes and the reorientation of the latter to the mobile network public management structures.

In turn, the official strategy of the Government of Canada specifies as a priority direction the reorientation of public administration from the traditional forms and regimes of public activity to the model of effective and mobile delivery of services to the citizens, enhancing individual interaction of the individual and the public authorities

based on the developed ITCs [4]. Such a model excludes the traditional hierarchical structure of the organization of power relations and public administration, in particular, the provision of services to a customer regardless of departmental responsibility, which is focused on the development of network interaction forms and linear practices of public cooperation [5].

At the same time, it should be noted that the specified principles of transformation of the state's management activity and organization of the management process as a whole only receive their legislative fixation [6]. It should be noted that many categories of interactive practices of governmental relations, as well as forms of network interaction, requirements and standards for high-quality interactive provision of governmental services are quite difficult to formalize in the rule of law in general. The mechanisms of legal security of such interactive interaction are a separate issue [7]. Currently, many network forms and interactive technologies are only being introduced into the governmental administration and receive formal legal fixation in the regulations and therefore cannot serve as "a solid foundation for the development of these organizational forms" [8, 14].

3 MAIN PART

Service approach to the transformation of public administration: basic theoretical and practical problems

The main problem of the service approach to changing both the paradigm of managerial thinking and management technologies lies in the fact that, despite the active application of the latter in the context of optimizing the governmental activity, improving the quality and accessibility of public services, it has been poorly developed both at the level of clear legislative fixation of the categorically-conceptual apparatus and integration of the latter with traditional (established) legal definitions; and at the doctrinal and legal level, where there are no specific goals for a radical modification of the political process and public administration. As strategic directions, the improvement of quality of public services or the formation of technologies for mobile governmental interaction in the system personality - society - state obviously suffer from fuzziness, abstractness and blurriness. Moreover, the latter should rather be interpreted not as strategic goals for the political process development, but in terms of tools and technologies that ensure achievement of these goals.

In addition, it is important to point out that the main array of categorical concepts that describe the essence, meaning, tasks and functions of service optimization of the management process are drawn from completely different systems of knowledge, sometimes rarely combining with each other. For example, the use of technical terms, without proper adaptation to socio-cultural realities, for describing social processes and phenomena, which sometimes does not clarify the essence of the problems under consideration, but, on the contrary, complicates understanding, increases uncertainty and variety of interpretations, etc.

Another important problem of the service paradigm for the transformation of public administration is the fact that the research projects on the issues under discussion do not have a clear and verified program, since it is only being formed, specified in a "dialogue" with various areas of optimization of managerial activities, and improvement of governmental relations. If we add to this the unstable categorical

apparatus and the lack of a clear regulatory and legal fixation, then it should be concluded that this innovative strategy for the modernization of governmental organization and management is least developed in the doctrinal and legal field.

However, paradoxically, the political and legal problems are almost completely ignored in the research strategies under discussion. It is justly noted that in the "strategies and plans for their implementation, the legal point remains in the rearguard, which is the last place of the system vision of all informatization problems, solving the tasks of e-government, etc." [9, 17].

On the one hand, the latter is due to the existing blurring and fuzziness of terms and concepts, as well as the practice that has not yet been developed, the innovative and governmental interaction that has not received stability and characteristics of typicality. After all, as we know, law can effectively implement the legal coding of public relations in cases of their typicality and stability, that is, it is impossible to implement adequate legal regulation of relations that are at the stage of formation, development, characterized by instability and fluidity [10].

Therefore, this "innovative discourse" requires adaptation and conceptual revision when translating the interactive models of public interaction into a strict and fairly conservative legal language [11]. In turn, the absence of clear grounds for legal regulation of various forms of governmental interaction forms the space for various "innovative forms" of power abuse, the development of shadow relations and corrupt network interaction, as well as simulation and virtualization of the effectiveness of state policy or individual management activities of an official [12].

The basic modernization programs of public management based on the ITC

It is possible to single out the main directions of theoretical and practical development in the existing variety of programs of service modernization of public administration based on the developed ITCs.

Firstly, this direction emphasizes the ontological side of the problem of service modernization of public administration. In this direction, the development of instrumental and technical forms and means of innovative management and specific technologies of governmental interaction is being implemented.

In this version, the interactive tools and mobile technologies are developed and implemented as the tools, which allow overcoming the negative effects of functioning of the bureaucratic system both inside and outside. In the first case, it is a question of qualitative and instrumental improvement of governmental interaction in the system personality - society - state. In the second one, it is a question of organizational and technical means of communication within a specific hierarchically organized body, other official structure, as well as minimization of intradepartmental and interdepartmental barriers, enhancement of their interaction in the implementation of national functions and tasks.

The interactive electronic technologies and mobile communication tools are aimed at the implementation of information and other needs of citizens in public services, as well as their efficient, mobile and high-quality provision. At the same time, the very use of the ITC is viewed not as an end in itself, but as an instrumental and technological means of solving management tasks related to the informatization of state bodies, public administration effectiveness, enhancing interaction between the government and the civil society, etc. [13, 30].

Secondly, this is an *institutional and legal* section, which is associated with the development of legal, organizational and other bases for the functioning of governmental authorities in the new information age. Within the framework of this direction, the problems of modernization of both the governmental organization and the information and legal support of political and public administration are analyzed and solved. The principal position here is that the public authorities are considered as one of the subjects rendering public services to the population. A specific nature consists only in the fact that the public authorities and the officials implement their activities in a strict legal framework (both material and procedural). Therefore, it is necessary to systematically change the current legislation with the aim of adapting public authorities to new activity formats and tasks.

In this respect, the service paradigm appears as a modern dominant trend in the transformation of all public policy, qualitative transformation (social essence and purpose) of public management. All this undoubtedly transforms the essence, social purpose of the state in society, and the legal basis for its functioning. These changes and transformations of the state institute describe, as a rule, modern theories of the "service state", "electronic state", "network state", etc. [14; 15; 16].

Today, management decisions "increasingly take the form of "goods" in the rank of management services... "e-government" is gradually acquiring the features of such "goods" [13, 31], and the state is increasingly perceived as a "manufacturing enterprise" based on an "automated system of public mass service" [17, 15].

In addition, special information and legal regimes for the openness of public administration, transparent forms of civil society participation in the discussion and adoption of management decisions are developed and institutionalized within this direction. The latter accordingly assume the adoption of a corresponding set of the regulatory legal acts introducing a special regime for the functioning of state bodies and structures, for example: "Electronicization" of administrative procedures, justice systems, providing online access to the socially important information, interactive coverage of specific activities, mobile response to the applications, requests, complaints, etc. [18, 60-71].

Thirdly, it is an *axiological* section that assumes formation of a new system of value-normative regulators (universal values, ideas, norms, principles, standards, etc.) organizing public and private life activities of the population: "the electronic services change the nature of relations between the citizens and the state [19]. However, their use entails changes at a more global level and affects relations in the society as a whole. The use of new models of providing services to the population poses new challenges to the existing social and cultural institutions" [20, 10].

It should be noted that the value-regulatory dimension of public service is the most undeveloped element of innovative modernization of political and public administration. At the moment, the service concept of culture, in our opinion, represents a "postmodern phenomenon" that combines the incompatible, like a clever "conjurer" mixes the innovative world view with traditional beliefs, ideas and values. Thus, for example, in a rather voluminous work, dedicated to the service management culture, V.V. Khmelev indicates the biblical commandments as the sources of this culture, noting that "the strengthening of human life has expanded the service action (care for another) as a priority beginning of humanity in human". At the same time, he believes that the very essence of the service action was "more fully developed in the Christian commandment about love for one's neighbor". Further, without specifying the

composition of the subjects of service activities and not giving a clear description of this activity, the author concludes that "the subject of service culture has become in demand in crisis situations of an unstable world. Homo Servitus (a man of virtue) stimulates the resurrection of humanity in human with his talent" [21, 7 - 12].

Such a position in describing the essence of the service approach to the organization of the management process and the formation of an innovative (service) culture has every reason to turn into a new ideological project that gives meaning and content to human activities in the risky and crisis conditions of the modern world, "only the service culture can save people from self-destruction. Its laws and tendencies have the property of overcoming deformations, destructive phenomena, and sociocultural paradoxes" [21, 14].

As the principles and laws of developing the innovative service culture and service development of the universe, the author specifies: the laws of equilibrium and harmony, capable of eliminating deformations; the rule of golden section, based on the number 1.68; the law of biosystems inequality; the law of effectiveness of the information systems; the law on equality of the social institutions; the law on increasing needs; the law on the balance of interests; the law regulating the life values of human, conditioned by the soul development. The above is hardly possible: firstly, to attribute to the innovative principles and laws, since they are all eternal and have their origin even in the ancient Indian, ancient Chinese and other ancient Eastern political and legal doctrines, many of them have been also developed in the ancient philosophical and legal discourse; secondly, to attribute the above "innovative laws of service thinking" to the laws of social organization in general.

The place and role of the ITC in the modernization of public power and e-democracy development

In the modern scientific literature, the process of introducing the ITC as an integral element of functioning of the public authority (both within the organization and implementation of public administration and in the administration of local government) is addressed in three main aspects (scientific and practical directions) that are often not distinguished, are mixed, which leads to a certain contradiction of opinions.

Firstly, it is a technological interpretation of the ITC implementation process, where the ITCs represent the technology for administrative and managerial reforms in the country, and the ITC introduction is aimed at optimizing the management process (management decision-making, implementation and control), reducing organizational, financial, social and other costs, "inventory" of functions and power-legal interaction between the public authorities, imposition of a number of management tasks on information systems, etc.

Secondly, the process of ITC implementation is connected with the instrumental and technical equipment of the state administration, which has been discussed in detail above. Here we should note that the main problems include due and high-quality software. Put it simply, this is the formation of an electronic bureaucratic system and the simplification of intra-organizational interaction. In this area of scientific and practical research, it is mainly referred to updating the instrumental-information and electronic-infrastructure bases of the management activity of public authorities [20].

Thirdly, in the face of the growing crisis of representative democracy throughout the world, the decline in voter turnout and the general activity of citizens during the

electoral period, the growth of social tension and the fall of "faith" in involvement in public administration, there is an institutionalization of electronic forms of public activity. It is justified the necessity of introduction of innovative technologies allowing to respond in mobile, operative, personified and qualified way to the citizens' appeals, taking into account their opinions and so forth.

For example, the electronic forms of voting, interactive participation in the law-making process, justice, etc. already function in many countries. Such interactive forms of citizens' participation in state administration were called "e-democracy". A number of states are taking more cautious steps in this direction by forming the public opinion accounting systems and control systems, thereby setting the vector of indirect influence of society on the formation of final product of governmental activity - regulatory acts, management decisions, allowing the citizens taking part in a key decision-making procedure through the electronic forms. This position is explained by the risks of external interference in the electronic voting system, distortion of actual voting results, substitution of personal identification data, etc. Accordingly, the electronization processes of the interaction system between the individual, society and state, are limited to the reliability of electronic tools, which are now being questioned in both developing and developed countries around the world [6; 7].

Today, the qualitative transformation of a public-legal organization and governmental activity is influenced by two main trends:

- on the one hand, these are the trends in the development of the national information space, national forms, technologies, means and methods of interactive information and communication interaction;

- On the other hand, these are the trends in the development of a global (cosmopolitan) information and communication space, existing and updated international information and legal standards, requirements, standards, etc.

Dedicated trends affect both the formation and development of various innovative forms of governmental organization, and the transition of traditional state management to the e-state format. It should be noted that the authors use the concept of not e-state, but e-government as an innovative form of governmental organization in many studies. However, from our point of view the latter concept is rather narrow to describe those transformations (qualitative changes) that occur under the influence of introduction into the public organization and management process of the information and communication technologies, since all these processes qualitatively change not only the organization system of functioning of the public authority, organizational management systems, forms and methods of management influence, but also principles, as well as the system of relations between the individual, state and civil society.

In general, the main innovative forms of governmental organization include at the moment:

- 1) e-public network (Eng. electronic public networks) - the innovative forms of public interaction of various political actors (states, individuals, public, entrepreneurial and other organizations, institutions, movements that they create). And this interaction can be analyzed in the domestic and global (cosmopolitan) dimensions, the boundaries between which become more and more conditional with the development of electronic communicative forms and means. These e-public networks form a transparency (openness) mode regarding the functioning of all political actors;

- 2) e-public administration, virtual state (Eng. electronic administration system, electronic state, ITC-based public management of public processes) - reflects the

innovative forms of organization and implementation of the system of public (state and municipal) management of various social processes (economic, social, cultural, political, legal, etc.). Including information and communication technologies and software that are involved in providing mobile management decision-making, in power-network coordination (authoritative interaction, network cooperation) and control over the management process. This is the so-called concept of forming a virtual state, operating without interruptions and stops in on-line mode. This concept completely restructures the forms of organization and functioning of public administration, the nature and direction of governmental relations in the system personality - society - state, giving the latter a modern, efficient and interactive nature [22, 4-6];

3) e-democracy (Eng. electronic democracy) - reflects the organization of political and legal processes, democratic forms, ways, means and tools for the implementation of political and state power. In this direction, it is developed, as a rule, the process of implementing the democratic mode through the electronic information forms, such as electronic voting, public interaction networks, electronic participation of citizens in the administration of public authority, etc. In this case, the ITC aims at creating a qualitatively new level of activity and participation of citizens in the political and legal life of the society, in the state governance, "including through the involvement of geographically remote resources, improving citizens' ties with each other and with the state" [20, 10];

4) e-services (Eng. electronic service, ITC-based service state and municipal services) - express the electronic information and communication forms of public services provided by the public authorities (local and national) and other non-governmental organizations and institutions (business structures, corporations, international public movements, non-governmental organizations, etc.).

In this respect, the ITCs provide public services in a mobile, interactive form and have a generally valid focus, that is, are oriented toward the implementation of constitutional and legal norms, public interests and needs, the values, social and political demands and expectations that prevail in the society. This universally valid direction is a very important feature of the electronic state legal service, as it forms the ideological and conceptual core around which this service is built (the process of rendering public services).

In other words, the latter is associated with the identification, systematization and interactive representation of public interest. At the same time, "if there are no interested persons in the private sector to provide a certain kind of public services, or this is beyond the power of a private organization for some reason, the state or municipal body should undertake the performance of such a service, the social significance of which requires its implementation" [23, 26]. As well as vice versa, if the public authority transfers the provision of public service to any entity (for example, a commercial or public organization), the central issue is not the question of the profitability of this public activity and its results, but the adequacy and effectiveness of implementing social expectations, needs and other.

In general, the development of the service concept of public activity focuses on carrying out the administrative reforms related to improving the accessibility, mobility and efficiency of the administration process, as well as reducing costs and organizational complexity in the hierarchical interaction of power institutions in modern states. Therefore, the national and local authorities are striving today to "focus on providing

services and policy issues, rather than managing a large number of established specialists, solving technical problems" [9, 38].

At the same time, it should be emphasized that the development of service reform of public authorities and the transfer of the "lion's share" of public services to the non-state corporations and organizations, as well as the absence of special legal modes regulating and controlling this activity, give rise to contradictions and conflicts in the development of this concept. Dedicated trends lead to the fact that the citizens are deprived of a real opportunity to raise the question of the quality of public services to the government, since it does not already provide them to the population. As a result, it turns out that the public services, according to the words of Colin Crouch, acquire a postdemocratic nature, that is, the government is accountable to the public only for a common policy, and not for its particular embodiment; for the articulation of public interests and needs, and not for their practical implementation, etc. [23].

In this case, a decrease in the quality of services is obvious, since the non-state sector, in the absence of the above-mentioned constraining social and legal forms and mechanisms, "focuses on the only task - to build the image of its brand with the help of advertising technologies, not caring about the product quality". Moreover, such a "presentation approach" will gradually, over time, force the public to forget (or not pay due attention to) the real quality of services provided, by switching the attention of citizens to advertising and marketing moves brought by private business to the field of public services. O. Usakova justly notes in this respect that "if we do not understand in the shortest possible time that, for example, the innovative technologies in the public management field are not a pretext for presentations and shows, but a serious field of activity, we will have sad consequences" [3, 5].

Of course, the identified four innovative forms of governmental organization and activities are only at the stage of development and phased institutionalization (implementation and sustainable use) in the legal and political process (and the level of their implementation is quite different in a particular state and legal framework) [24]. Nevertheless, together with the development of these elements and their systemic interrelations, it is necessary to study the political, legal, economic and socio-cultural environment of their functioning.

4 MAIN CONCLUSIONS

Summarizing the above, we should note that the concept of service modernization of public authorities includes a number of innovative interactive technologies that can neutralize or significantly reduce traditional negative factors, such as corruption, bureaucracy and political and legal apathy (anomy) of society.

Currently, the service concept of the state is implemented in the technologies of e-government and e-democracy, as the inextricably linked ones. In addition, the service line for optimizing management structures is also based on a network methodology, which should be considered as one of the principles of organizing the managerial process that operates only in certain areas of public services, since in general the functioning of public authority assumes a hierarchical, imperious-subordinate model of public interaction (with the loss of which the state loses its quality properties). This network methodology is based on mobility and various opportunities for performing the individual functions and tasks, coordinating management decisions and their decentralized execution.

A theoretical and practical analysis of the effectiveness and adequacy of the development of four innovative forms (e-public network, e-public administration, e-democracy, e-services) of a governmental organization and activities should be analyzed: *firstly*, in the ontological dimension - reflecting the level and state of implementation of the information and communication technologies in the system personality - society - state, as well as the current information and legal regimes and sustainable practices in this interaction system; *secondly*, in the institutional and legal dimension - reflecting the level and state of the national institutional and information organization and the development of information law; *thirdly*, in the axiological dimension - reflecting the level and direction of development of the information and legal culture, its connection with the dominant system of value-normative regulators in the society.

In general, if we represent the conceptual, institutional, legal and practical aspects of the innovative modernization of public authority in a structured way, we can conditionally distinguish three basic levels of implementing the interactive forms and the service concept:

1) meta-level - neoliberal paradigmatic grounds, justifying the formation of new dominant subjects of governmental interaction - the information platform, international corporate structures, etc.;

2) meso-level - the ideological and conceptual foundations of statehood associated with the state service organization with the predominance of interactive systems and virtual technologies in the governmental activities (e-democracy, e-services);

3) micro-level - the practice of organizing and functioning of public power institutions and interactive forms of political communication (e-public network, e-public administration).

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