ОНЛАЙН-ПРИСУТНІСТЬ ОРГАНІВ ДЕРЖАВНОЇ ВЛАДИ ЗАДЛЯ ПОСИЛЕННЯ ЇХ ДІЯЛЬНОСТІ

THE ONLINE PRESENCE OF PUBLIC AUTHORITIES FOR THEIR PERFORMANCE ENHANCEMENT

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У статті розглянуто рівень присутності органів державної влади в Інтернеті та необхідність використовувати онлайн ресурси з метою підвищення їхньої ефективності та розвитку взаємозв'язку з громадянським суспільством. Було проаналізовано, що повна інтеграція в онлайн присутність органів державної влади потребує подальшого вдосконалення законодавства та розроблення цільової програми, яка буде зосереджена на формуванні основ її ефективної онлайн-діяльності та ефективного функціонування.

Ключові слова: онлайн присутність, органи державної влади, інформаційне суспільство, громадськість, інтерактивне спілкування громадян з органами державної влади.

В статье рассмотрены уровень присутствия органов государственной власти в Интернете и необходимость использовать онлайн ресурсов с целью повышения их эффективности и развития взаимосвязи с гражданским обществом. Было проанализировано, что полная интеграция в онлайн присутствие органов государственной власти требует дальнейшего совершенствования законодательства и разработки целевой программы, которая будет сосредоточена на формировании основ ее эффективной онлайн-детельности и эффективного функционирования.

Ключевые слова: онлайн присутствие, органы государственной власти, информационное общество, общественность, интерактивное общение граждан с органами государственной власти.

The article examines the level of public authorities' presence on the Internet and the need to use online resources to increase their effectiveness and develop interconnection and rapport with civil society. It has been analyzed that full integration into the online presence of public authorities requires further improvement of legislation and the development of a targeted program that will

focus on building the foundations for its effective online activity and efficient functioning.

Keywords: *online presence, public authorities, information society, public, interactive communication of citizens with public authorities.*

Problem statement. The development of conceptual bases for the introduction of information and communication technologies (ICT) into the public administration system is proceeding rather promptly. If at the initial period the evolution of concepts was determined to a large extent by the theories of management, public administration, computer science, lately it has been seriously influenced by political science. The result of this impact is the conceptual design of ICTs implementation in the civil servants performance. This ideology is based on new trends in social development - network society, communication revolution, knowledge society. On the other hand, along with the ICT and online apps development, the tendency to transfer the operations and activities of civil servants has been observed. Thus, the information production industry is the most important part of the information industry, so both government and business will find opportunities for its development in modern conditions and be able to provide favourable conditions for functioning. According to I. Akpepov and J. Maslennikova, "an entrepreneur creates an organization that represents a synthesis of new ideas, technologies, staff, and material pauses that will lead to a new product or service" that have a high value [1, p. 163].

Actual scientific researches and problem analysis. Generally, much attention has been paid to ICT implementation in public administration by researchers. The studies that are directly related to the issues of public authorities online presence, have been implemented by such researchers as N. Kersting, L. Smorgunov, M. Grachev, A. Golubitsky, O. Shevchuk where the authors discuss not only the introduction of ICT into public administration processes as a way of improving the government structures and citizens interaction, but also the institutional transformation that these processes underpin. Studies of the online activities performance development in the context of information security, issues of state governance of national and information security have been considered in papers of G. Sytnik, V. Bogdanovich, A. Semenchenko, V. Dreshpak. The authors have developed a methodology and practical recommendations for improving the information security effectiveness while exercising activities online.

The research objective. The main purpose of this article is to study the online presence of public authorities in order to enhance their performance and build rapport with civil society.

The statement of basic materials. It is possible to assume that the creation of a technological base of information society in Ukraine is a complicated process. One of the defining reasons for this underrun from leading countries in the IT field and the formation of the information economy (IE) is a certain naturalization of the scientific and technical sphere, which has been formed for decades, as well as isolation of national science from the world tendencies. The scientific relations of the former USSR with other states were limited, and as a result, scientists and engineers were forced to conduct independent scientific researches.

Another significant cause of technological multifaceted complexity and, consequently, the delay in the online apps development is the low speed of the

innovation cycle and the weak connection between its stages. For example, it is estimated that approximately one-third of all scientific and technological products that are created in the country and are of practical importance have not been implemented in Ukraine. It is because of the absence of proper interaction between existing information systems in the country, which inevitably leads to duplication of successes, supremacy in the elimination of the peripheral information.

The third reason is that the defense industries development was well ahead of the civilian sector: 65% of the country's scientific potential was concentrated in the military-industrial complex. In Ukraine, the achievements of the technological advances, in the first place, were used for the military production development, and they were brought to civilian sector only in the long run [2, p. 32-39].

In Ukraine, IE and online culture start to develop, but, unlike some particular countries, is not yet an independent type of economy on the basis of an adequate technological way, but in the form of more or less related elements. This does not mean that the country simply has some lag behind the leaders of a new type of relationships emergence, such countries as South Korea, Brazil or Argentina. For Ukraine, the concept of an information society is of great importance. Its place in the world arena greatly depends on this: competitiveness of the country as a whole, development of democracy, personality, improvement of quality of life, creation of own information industry, strengthening and development of national culture, national language and identity (Fig. 1).
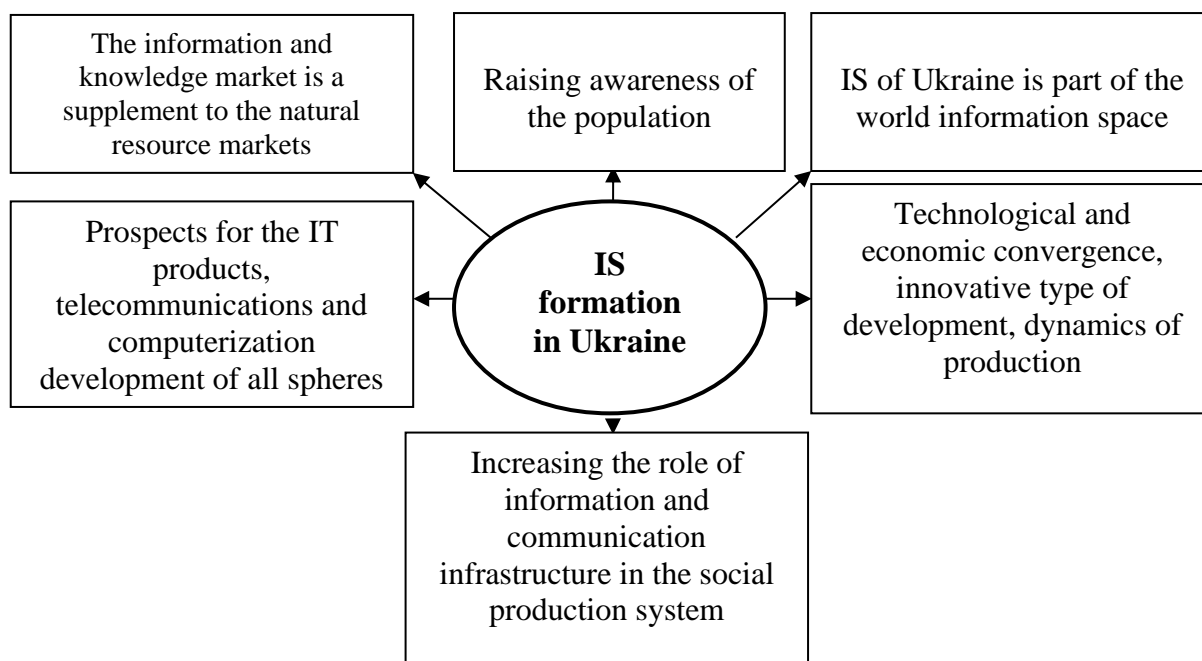

Fig. 1. Advantages of an information society formation in Ukraine

The concept of an information society can serve as a unifying ideological offset for Ukraine, because along with the sustainable development strategy, it gives a holistic vision of the prospects of public authorities' performance. An interesting feature of this concept is its non-ideological character.

As the technological base of the information society is gradually being coined in Ukraine, there is a need to have a concept for its development, supported by the

government that would describe the role and place of the leading actors in the commercial sector of the business, the civil sector and the government of the country. Burdens of information society formation in Ukraine have a lot in common with similar processes in other countries, which are explained by the rapid spread of new information and telecommunication technologies, online apps and e-tools for authorities' performance. The origins, in turn, are related to the geo-geographical location of the country, the cause of the information infrastructure, the general state of the economy. At the same time, it can be stated that recently significant achievements and progress in the telecommunications development, the information legislation, the informatization of state and company organizations have been observed. This progress testifies to the timeliness of the transition from the policy aimed at the certain branches development of the information industry - communications, computer and information, audiovisual tools to the formation of the general social system. It is obvious that in the nearest future the problems of housing and communal services, investments in the real sector of economy and other essential tasks of refocusing will be envisaged. Therefore, the government structures have to present their performance online and be transparent, open and accessible to public.

The necessity to change the nature and content of public policy and public administration in the conditions of information society development is manifested in the limited ability of the state political system, which develops in the conditions of gradual change of the external environment, to respond promptly to any sudden changes in external conditions of political activity. The global information society, characterized by the rapid development of Internet technology, genetic engineering and nanotechnology, causes a rather rigid process of social differentiation by educational criterion, as it leads to the formation of two parallel systems of communication: one for educated people who possess modern communication skills, the other for those who have no such connection within the global space. Such conditions for the information society development are causing contradictions and legal conflicts in the public administration. Therefore, public administration in the conditions of information society development is a separate special direction of public administration, since the mechanisms of social regulation of this category come into effect only if the information society development conditions prevail over the system of its socio-political relations.

It has to be emphasized that the current state of Ukraine's information space does not allow it to become a part of the world information society. An example of a successful policy of organization and support of information processes in the country is to consider the information development concept in the United States. It is a triangle, the inside of which is any identifiable information (information in general), and at the top of the triangle are the media, power structures and society itself. The lines that connect these vertices are the mass media. It runs between these three peaks and some part of one of these peaks may be suspended for a while (the media received information but decided not to publish it: the information remained, but it is unknown whether it had been disseminated). The scheme is simplified, but it is sufficiently accessible, clearly showing the general concept of the US information space (Fig. 2) [3].

From the point of view of the national policy of information technology, it is advisable to pay attention to the information infrastructure development as part of the

Ukrainian economy and the creation of state-wide information and telecommunication systems.
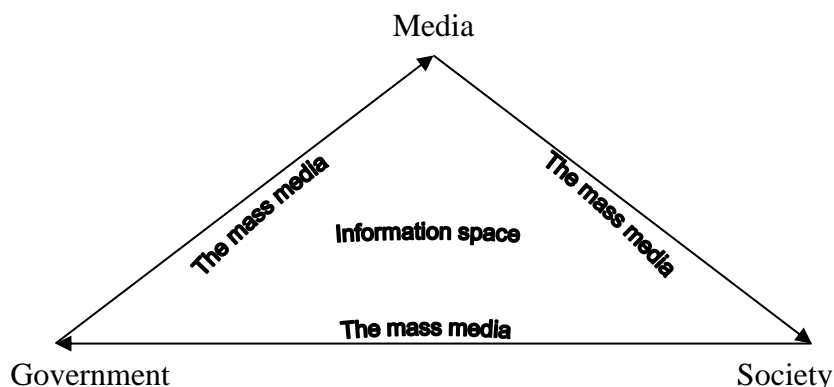

Fig. 2. Schematic representation of the US information space

The corresponding documents have been adopted that enabled the administration to move from more sophisticated administrative processes to more sophisticated methods of state regulation, enabling the industry to function effectively. The following can be outlined as the main principles of this regulation: shareholding of communication enterprises; attracting investments for large projects; an increase in consumer subsidy; keeping state control for the account of licensing (control over the market and behaviour of operators) and certification (implementation of a single technical policy), keeping state shares in joint-stock enterprises.

The basis of information support for public authorities and management has to be the state program and methodology of the unified information space of Ukraine, which will be based on national information resources of Ukrainian society, formed at the cross-sectoral, sectoral, regional and other levels. However, it is worth noting that the law of Ukraine was proposed for the main directions implementation of the information society development "On Basic Principles of the Information Society Development in Ukraine for 2007-2015" of January 9, 2007 No. 537-V [4].

Another issue that requires state intervention is the presence of state government agencies on the Internet. Existing documents governing this activity have purely technical nature and deal with issues of organization, financing, security. However, there are no documents that oblige the ministries and agencies, the representative authority, to expose some information to open access on the Internet, to organize the discussion over the problem, to use the Internet for sharing. Speaking about authorities' presence in online network, it must be understood that the gap is behind the indicators of interactive and transactional presence. All European countries implement their policies on the basis of information and communication strategies. In Ukraine, there is neither such experience nor understanding of such a need on the part of civil servants, local self-government officials and local council members. The study of this area was conducted in 2008 by a UN review and had the following findings regarding the online presence of public authorities (Fig. 3) [5].

The application of ICT in public administration goes through a number of stages. The United Nations Office identifies five major ones [6; p.16].
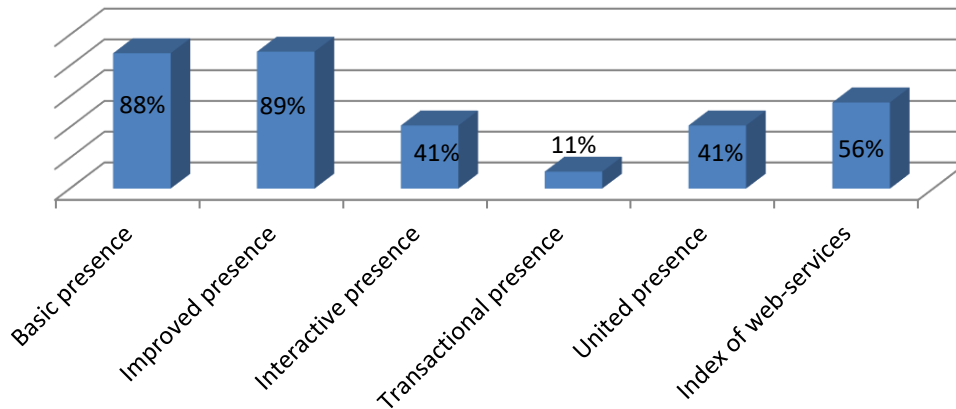
Fig. 3. Web presence of public authorities on the Internet

The first stage is a basic web presence. This stage is characterized by the emergence of web representations of government structures. These websites contain general information about the composition of the governing body, contact information, and information about the web-sites of other public authorities. This channel is completely one-sided, though - the feedback here can be provided as answers to most frequently asked questions from citizens from any other channel. Such electronic representation uses static websites. The disadvantages are the lack of complete information about all departments, committees or management of the governing body, the information is not always up-to-date, its archive is missing. The second stage is an improved web presence. At this stage, it is already possible for citizens to receive specialized information that is constantly updated. The publication of laws, regulations, decrees, reports, appeals of the authorities to the citizens is already available. There is an archive that is related to the search engine. This web representation uses technologies such as web portals and information retrieval from databases and automated systems. The main drawback is that this channel of information is still one-sided - from the authorities to the citizens. The third stage is an interactive web presence. This stage is characterized by an increased intensity of interaction between citizens and governing structures. The user of such a web portal can already access specialized data, download various forms or applications via the network, make appointments with officials. Information is open to the e-mail of the governing body, and accordingly the opportunity to send comments on the decisions being made. User passwords appear. The disadvantages here are the inability of citizens to control their request. It is also not possible to pay for services. The fourth stage is a transactional web presence. Users can receive documents and make appointments through the network. Citizens can obtain visas, passports, licenses and other services. Such portals are more citizen-oriented than governing structures. At this point, the electronic signature begins to be recognized. The most important thing is that a user has the opportunity to contact and receive a response or service on time and according to the established procedure and to monitor the status of the request. Fifth Stage is a fully integrated web presence. It is characterized by the fact that it allows the authorities to provide all services through the national web portal and the network user to receive any service immediately. All communication processes can be grouped into three main areas: 1) G2C: government to citizens; 2) G2G: government - governments; 3) G2B: Government - Business.

Information legislation of Ukraine in 2011 was updated with the adoption of the Law of Ukraine "On Access to Public Information" and a new version of the Law of Ukraine "On Information", which was adopted on January 13, 2011 by the Verkhovna Rada of Ukraine and came into operation on May 10, 2011. There were also decrees of the Presidential Decree No. 547 of May 5, 2011 "Issues of Ensuring Access to Public Information by Executive Bodies" and of May 5, 2011 No. 548 "On Priority Measures to Ensure Access to Public Information in Subsidiary Bodies Created by the President of Ukraine".

On May 12, 2011, Presidential Decree No. 547 "Issues of providing executive bodies with access to public information" and of May 5, 2011 No. 548 "On Priority Measures to Ensure Access to Public Information in Subsidiary Bodies Created by the President of Ukraine", which were adopted for unconditional implementation by the executive authorities of the Law of Ukraine "On Access to Public Information" and the exercise of the constitutional right of a person to collect, store, use and distribute information freely.

Back in 2002, the Cabinet of Ministers of Ukraine, by its Resolution No. 3 "On the Procedure for Publication on the Internet the Information on the Executive Bodies Activity" of January 4, 2002, approved the corresponding procedure and it was the first significant step in this direction. The decree established a list of mandatory information that had to be published by central executive bodies and regional state administrations on their websites and determined the procedure for updating that information. It also stipulated: "The publication on the Internet of information on the activities of executive bodies is aimed at improving the efficiency and transparency of the activities of these bodies through the introduction and use of modern information technologies to provide information and other services to the public, to ensure its impact on the processes that occur in the state" [7].

In 2007, experts from the Ukrainian Independent Centre for Policy Studies conducted a study to see the real situation of information openness of government web representations. Therefore, the websites of central executive bodies and regional state administrations were monitored for the formal fulfilment of the requirements of the Decree of the Cabinet of Ministers of Ukraine No. 3 "On the Procedure for Publishing Information on the Activities of Executive Bodies on the Internet". Overall, the results of the monitoring indicate that "the authorities have mastered the new information technology and have demonstrated the ability to use their websites to inform citizens, provide administrative services and provide consultations. However, they do not properly comply with the requirement to provide complete and up-to-date information on their activities." This study showed that to some extent the websites of the authorities are not adapted to the needs of the citizens. It is quite difficult for the average Ukrainian to find information about the address of the body, the procedure of its work and the list of documents required for obtaining the administrative service.

It has to be noted that the Cabinet of Ministers of Ukraine published the Decree No. 1088-r of December 18, 2018, "On approval of the action plan for the implementation of the Open Government Partnership Initiative in 2018-2020" [8], according to which public sector representatives and experts join in discussing the content and services of a future online platform for interaction between executive authorities and civil society institutions. It becomes apparent that the online platform ought to take into account:

the importance of introducing new and convenient services that will encourage the public sector to actively use the platform;

the need to ensure the disclosure of information in the format of open data for further processing during the preparation of analytical materials;

the provision of citizens with easy and convenient access to local democracy tools;

the "digitalization" of public councils performance at executive bodies, to increase the effectiveness of their interaction with executive bodies;

the upload of information on public budgets, analytical materials, government reform implementation infographics, statistics useful to users of the online platform and other activities.

While organizing the information-analytical service in the current conditions, one of the difficulties is to become financially secure. Uploading information online and maintaining web-platforms cost money, the expenses of the qualified experts, not including the information technology, the means of communication, etc. Therefore, setting up a service has to be preceded by at least an approximate calculation of the necessary costs.

Savings in this area can yield overwhelming conclusions and one-sided information. If costs are lacking, concentration on narrow and well-defined tasks is required. The initiative to keep a sound, efficient analytical service that meets the objectives of strategic development has not been realized on the basis of low funding. The experience of the state analytical subdivisions performance has highlighted the whole complex of issues, without which the further development will not be effective. The following burdens may be attributed to urgent problems: responsibility for one or another type of information breaks; the regime of exchange and provision of information to the national authorities; regulation of state information, production and implementation of general principles of creation and functioning of departmental information systems that determine the mechanism of financial and technological expertise. The progressive development of information technologies, the change in the perception of their copywriters leads to an understanding of the inevitability of modern economics development in the field of intellectualization as well as in the sphere of production and services.

From 7 to 25 October 2017, the Office of Effective Regulation reviewed the work of 61 central executive bodies for the coverage of their activities, public information and the disclosure of open databases. The research is conducted on a regular basis within the framework of a public dialogue aimed at improving the efficiency of the regulatory field. The maximum score that could be set during the rating was 77. According to the analysis, the leaders were the Ministry of Ecology and Natural Resources of Ukraine (71 points), State Emergency Management Service (71 points), the Pension Fund (70 points), the Ministry of Economic Affairs, Development and Trade (63 points) and the Ministry of Education and Science (63 points). The lower positions were embraced by the Ministry of Information Policy of Ukraine (41 points), the Ministry of Agrarian Policy and Food (41 points) and the Ukrainian Institute of National Remembrance (33 points). The overall percentage of openness of central executive bodies based on this methodology is 66%. The low positions of some ministries are explained by the lack of attention to the provision and disclosure of current work plans, reports for previous

periods, information on administrative services, poor coverage of the activities of the public council and the results of public discussions [9].

Conclusions and prospects for further research. In order to summarize, the level of readiness of public authorities of Ukraine to implement their activities online is still has to be enhanced. There is no doubt that interactive communication of citizens with public authorities is necessary. This form of communication will ensure the prompt feedback in the chain of interaction between bodies in the political system inside and within other systems. Currently, the gradual adjustment of such feedback can occur because of the possibility of filling in all the necessary forms of interactive appeal of citizens, sending them for consideration to public authorities, the ability to control the obtainment of the request. Moreover, full integration of the web presence of public authorities requires further improvement of legislation and development of a targeted program that will focus on forming the foundations of their effective online presence and the efficient functioning.

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