

# ТЕОРІЯ ТА ІСТОРІЯ ДЕРЖАВНОГО УПРАВЛІННЯ

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**Serhiy Popov**

*Deputy Director of Odessa Regional Institute for Public Administration  
of National Academy for Public Administration under the President of Ukraine,  
Dr. in Public Administration, Professor*

**Andriy Zabolotnyy**

*Deputy Head of the National Agency of Ukraine on Civil Service*

## INNOVATIVE DEVELOPMENT OF PUBLIC ADMINISTRATION AND MANAGEMENT: COMPLEX MECHANISM OF INNOVATIONS

*There is given characteristics of theoretical-methodological provision of constructing the paradigm of the innovative society development, which is complemented with theoretical grounds of the complex innovations mechanism as a key tool of the public authority bodies system efficiency updating. This mechanism is presented by the totality of mutually related mechanisms of innovations initiation, public authority bodies system functioning in the regime of innovations and target mechanisms.*

**Keywords:** *paradigm, innovation, mechanism, public authority body, efficiency, system, society, development, reform.*

**Сергій Попов**

*заступник директора з наукової роботи  
ОРИДУ НАДУ при Президентіві України, д.держ.упр., професор*

**Андрій Заболотний**

*заступник Голови Національного агентства України з питань державної служби*

## ІННОВАЦІЙНИЙ РОЗВИТОК ПУБЛІЧНОГО УПРАВЛІННЯ ТА АДМІНІСТРУВАННЯ: КОМПЛЕКСНИЙ МЕХАНІЗМ НОВОВВЕДЕНЬ

*Охарактеризовано теоретично-методологічне забезпечення побудови парадигми інноваційного розвитку суспільства, яку доповнено теоретичними засадами комплексного механізму нововведень як ключового інструменту ефективного оновлення системи органів публічної влади. Цей механізм представлено сукупністю взаємозв'язаних цільових механізмів, механізмів ініціювання інноваційних реформ та функціонування системи органів публічної влади в режимі нововведень.*

**Ключові слова:** *парадигма, нововведення, механізм, орган публічної влади, ефективність, система, суспільство, розвиток, реформа.*

**Сергей Попов**

*заместитель директора по научной работе  
ОРИГУ НАГУ при Президенте Украины, д.гос.упр., профессор*

**Андрей Заболотный**

*заместитель Председателя Национального агентства Украины  
по вопросам государственной службы*

## ИННОВАЦИОННОЕ РАЗВИТИЕ ПУБЛИЧНОГО УПРАВЛЕНИЯ И АДМИНИСТРИРОВАНИЯ: КОМПЛЕКСНЫЙ МЕХАНИЗМ НОВОВВЕДЕНИЙ

*Охарактеризованы теоретико-методологическое обеспечение построения парадигмы инновационного развития общества, которую дополнено теоретическими основами комплексного механизма нововведений как ключевого инструмента эффективного обновления системы органов публичной власти. Этот механизм представлен совокупностью взаимосвязанных целевых механизмов, механизмов иницирования инновационных реформ и функционирования системы органов публичной власти в режиме нововведений.*

**Ключевые слова:** *парадигма, нововведения, механизм, орган публичной власти, эффективность, система, общество, развитие, реформа.*

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↗ The present stage of progressive development of Ukraine is initially based on the large-scale and rapid updating of the public authority bodies system efficiency (further on – PAB), public service and national economy by means of implementation of a row of the public administrative innovations (further on – PAI), especially those which concern the following [1, c. 41, 59; 2]: analysis system, forecasting and strategic planning of the state policy; program-target budgeting; unified standards of personnel management in PAB.

Their application should provide the proper solution of urgent citizens' problems by the PAB system, forecasting social processes, achieving strategic aims of the Ukrainian society reformation, etc. Nevertheless, the processes of PAI implementation in Ukraine are long-lasting and not always successful. Thus, the world-wide system of quality management is declined in Ukraine in limits of fulfillment of the corresponding State Program, in particular due to the imperfection of the theoretical-methodological provision of innovations mechanism in the PAB system.

↗ General theoretical grounds of the innovative development of the PAB system made the basis for the development of the theoretical-methodological grounds of the innovative mechanism of public administration. This mechanism is focused on constructing and functioning inside it a qualitatively new tool, the availability of which insures the growth of the PAB system efficiency as a whole. Next to this research direction, attention of scholars is emphasized on the innovations mechanism as a purposeful way of implementation of innovative tools into the public administration mechanism. Specific theoretical aspects of the innovations mechanism are worked out in the works by such national researchers as: V. B. Dzundzuk and L. L. Prykhodchenko (who investigated updating of the PAB efficiency by means of introducing the New Public Management and democratic governance principles), A. F. Melnyk et al. (who structured some components of this mechanism), M. I. Synytsia (who defined conceptual grounds of development of technological innovation mechanisms of public administration system), M. I. Lakhyzha (who analyzed the experience of Poland and Ukraine in the quality management system implementation), Kh. B. Khachaturian (who investigated innovations as a means of reforms realization). As for foreign scientist, there are important works by, for instance, V. M. Ivanov, B. I. Patrushev (who grounded the peculiarities and necessity of innovatation of state, regional and municipal administration) and E. Rogers (who investigated the diffusion of innovations in social systems, particularly in the PAB).

↗ The up-to-date general social importance of the innovative reformation of the PAB system predetermines an urgent need to develop theoretical-methodological provision of the innovations mechanism as a purposeful tool for implementation of the public administrative innovations.

↗ of the present article lies in giving grounds to the theoretical-methodological provision of the innovations mechanism as a key component of the innovative society development paradigm.

↗ Previous elaborations as to the grounds of the innovative society development paradigm (Fig. 1) made it possible to distinguish a row of interconnected basic

foundations, as follows: the most influential tendencies – approaches to the evolution of society, synergetic concept, cycle-genetic theory, systematic and situational approaches [3, p. 11–14]. The most influential components of this paradigm are also concepts of social and public management, which evolution under the influence of dominant tendencies of the society development. The essence of these concepts is based on the value, consensus and integration principles, and also on those principles which insure the society self-regulation, its organization, preservation, improvement taking into account modern and future transformation processes.

Realization of these principles is laid down into the foundation of public administrative reforms through the implementation of innovations, objectivization of which should assure the qualitatively efficiency as follows:

- public administrative influence on the functioning and development of the society as a whole and its separate spheres;
- social management of innovative changes in social labor and economic sphere, formation of public society, its subjects' activities (political parties, trade unions, other public unities and movements, and also in the behavior of individuals and their groups, etc.).

Coming out from the above described position, S. O. Kravchenko [4, p. 27–31] formulates the notion of the «public administrative reforms», to the main features of which he takes signs of quality, progressive changes both in the system of public administration and out of its borders (in the mechanisms of interaction between public administration and local self-government system subjects and non-governmental organizations and citizens in the process of managing the social development), but without violation of the foundations of the Constitutional order. The researcher considers these reforms as an exceptional competence of public power of the highest level and a key tool of the mechanism of public administration in innovative reformation of the PAB system. In this context, the theoretical-methodological provision of formation and realization of reforms significantly widens basic grounds of the innovative society development paradigm.

Further development of this paradigm lies in finding out the essence of the notion «public-administrative innovations», which the author propose to understand as large-scale consequences of qualitative changes (effected in the frame of public-administrative reforms) in the components of public power bodies system, their correlations, civil society, its relations with the above named system in the process of formation and realization of state and local policies. This notion is one of the leading ones in the theoretical-methodological provision of the innovations mechanism in the PAB system, which is a basic tool of the target-directed realization of reforms. The same thought is also shared by T.I. Pahomova [5, p. 3–20], who analyzes mechanisms of public service functioning in conditions of implementing reforms and proves that the innovations mechanism in the public service system is a necessary element of its development at the transition period. Peculiarity of this mechanism is in the fact that objects of innovations refer to inner composition of the public administration mechanism.

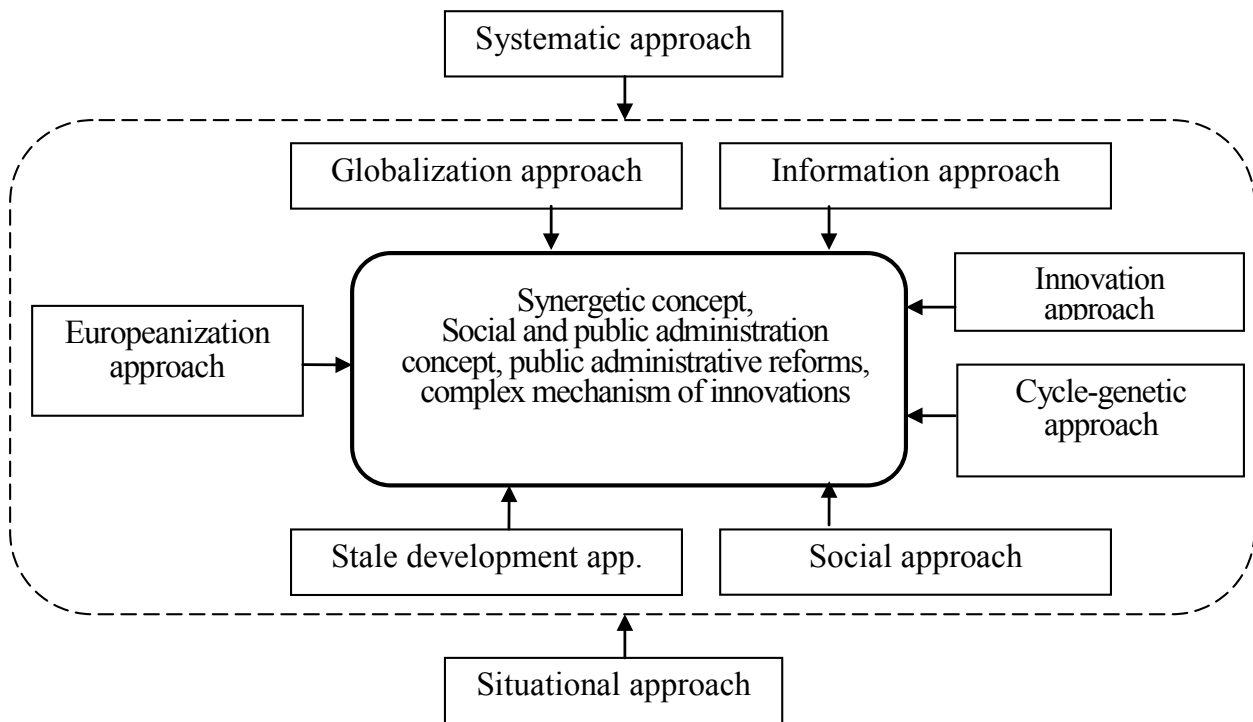


Fig. 1. Paradigm of the society innovative development.

It goes without saying that the innovative mechanism and the innovations mechanism are separate kinds of the public administration mechanism. Modern understanding of the latter mechanism is thoroughly exposed in the works by, in particular, O. V. Golynska [6, p. 54–68] and expounded in the Encyclopedia of Public Administration [7, p. 375–376] and text-book «Public Administration» [8, p. 248–251].

O. V. Fedorchak gives an idea about the essence of the innovative mechanism as an artificially created complex system, which includes its structure, totality of legal norms, methods, means of the state impact on the object of administration and is based on application of management innovative tools (outsourcing, bench marketing, reengineering, e-governance, project management) with an aim of attaining the targets put [9, 20]. That means that, aside with traditional elements, application of qualitatively new tools in the contents of public administration mechanism is emphasized.

As for the formation of basic understanding of the innovations mechanism, statements exposed in the text-book «Public Administration» attract attention. There, the system of public administration mechanisms is expounded by the unity of the following: mechanisms of the public administration system functioning (mechanisms-systems); target mechanisms of public administration (mechanisms-tools); mechanisms of public administration process realization (mechanisms-processes).

Leaning on the results of analysis of this system mechanisms and taking account of peculiarities of the PAI implementation, there can be proposed an approach to the structuring of innovations mechanism, which includes mechanisms of innovations initiating, mechanisms of the PAB system functioning in the regime of innovations and target mechanisms (Fig. 2).

According to this approach, the innovations mechanism is complex, because it logically unites:

- public power bodies system, its innovative activities and state-administrative innovations;
- mechanisms which ensure successful initiation and implementation of innovations taking into account their large scale and long term of implementation together with the common (current) the PAB system functioning. Emphasis on the «simultaneousness» of these processes is the most actual, because it is this factor that causes the display of incompatibilities and conflicts (possibly significant), probable impact of which is necessary to be found out and overcome (or «soften»).

Coming out of the above, the essence of the mechanism of innovations initiations mechanism is based on the use of tools, which provide regulation of the actions of chief initiators for implementation of innovative ideas and better practices in the PAB system. These tools also define clear actions consequence as to the implementation of innovations, using corresponding skills, means, methods, procedures, etc. Essentially, the innovations initiation mechanism is directed to the formation of innovative reforms (strategies). The remaining mechanisms (mechanisms of the PAB system functioning in the innovations regime and target mechanisms) provide for the realization of these reforms (strategies). Active initiators of reforms are the people of Ukraine, the President of Ukraine, Verhovna Rada of Ukraine, Cabinet of Ministers of Ukraine, executive power bodies and their public servants. Successful realization of state-administrative reforms will be defined by, firstly, persistence and efficiency of the initiators' actions, their organizers and those who implement; activity and innovative readiness of heads of public authority bodies at all levels; their possession of strategic thinking and political will of the first public servants of Ukraine for innovations, and also the will of the people of Ukraine.

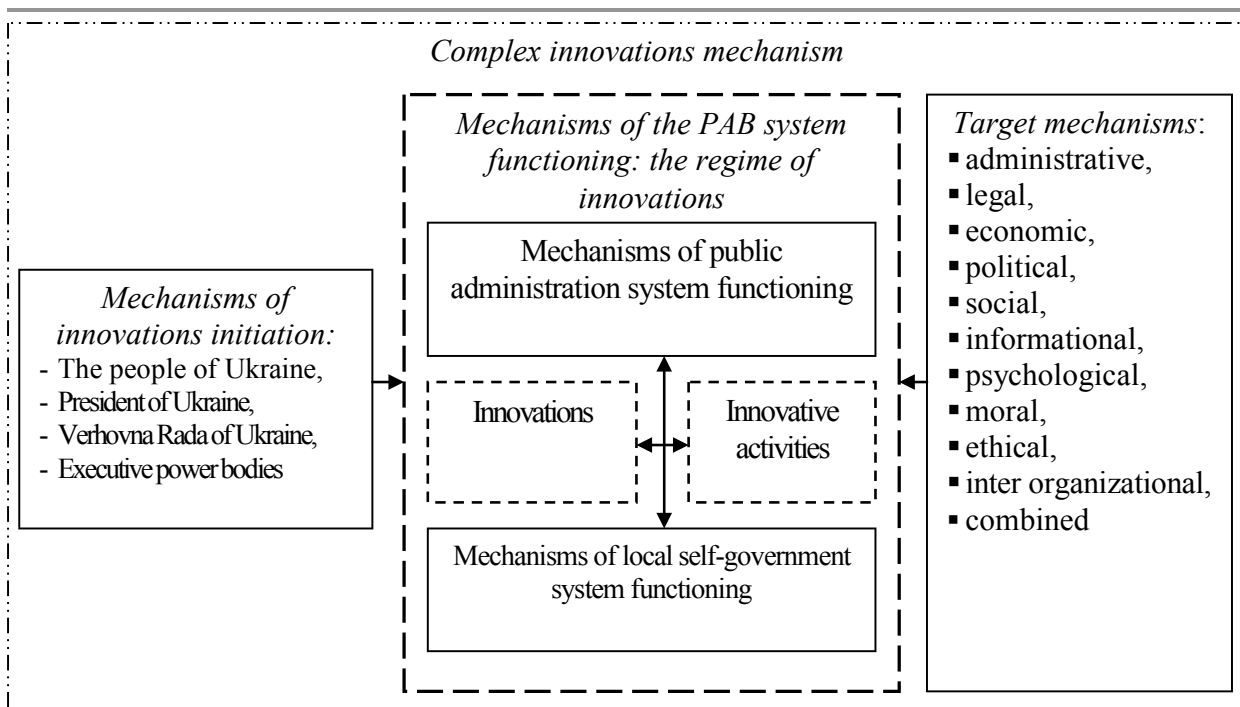


Fig.2. Components of the complex innovations mechanism.

P. Shtompka [11, p. 31–44] states that creative-active actions of social movements are the most effective in making social changes; more possible are results of actions of an authority official; possible are actions results of the power elite. At the present stage, in Ukraine the most active initiators of state-administrative reforms are the President of Ukraine, Verhovna Rada of Ukraine, Cabinet of Ministers of Ukraine. Its initiatives are correspondingly formulated in the Strategy – 2020, Coalition Agreement and Action Program of the Government.

Implementation of concrete innovations is initiated by the National Agency on Public Service of Ukraine, which are defined in corresponding strategies and target programs, namely [2; 11]. Nevertheless, the success of innovations is not always what has been expected as successful.

Structure of mechanism of the PAB system functioning in the innovations regime includes the system of public administration and the system of local self-government as their innovative reformation is, as a rule, mutually concerted [4, p. 27–31]. Such approach provides higher level of theoretical generalization of innovations mechanism. Mechanism of the PAB system functioning in the innovations regime has to account for the operating structure of the public administration system, peculiarities of functioning and interaction of its subsystems and their co-relations. In the wide sense, the objects of mutually concerted innovative changes are the Cabinet of Ministers of Ukraine, central and local bodies of executive power, and also the system of local self-government bodies. The most important elements of this mechanism are innovations and innovative activities, because they are chief tools of the target directed updating of the PAB system efficiency in the frames of realization of state-administrative reforms.

The structure of target mechanisms (Fig. 2) should be based on the application of tools (instruments, means,

methods, levels), which assure successful realization of target directed transformations in the functioning or development of concrete subjects of the PAB system. Adequate implementation of innovations (taking into account simultaneous carrying out innovative activities and the PAB system functioning) should be provided by: administrative (organizational, prescriptive), legal, economic, informational, social, psychological, moral and ethical methods or their combination (organizational-legal, social-psychological, etc.). These methods are to describe the peculiarity of state-administrative innovative activities, where special significance is given to informational mechanism of provision of the process of large-scale expansion of innovations through efficient communication, of especially inter organizational character. It is on the informational impact is founded world-acknowledged model of this process (Bass model) [12, p. 237–240].

In target mechanisms, it is also necessary to give appropriate attention to efficient use of the main kinds and ways of inter organizational support of the innovative process and the process of innovations expansion to education, research, methodological and technological provision, formation of innovative culture.

⇒ General theoretical idea about dynamics of social changes reflects the present paradigm of the society innovative development, which logically unites the most influential tendencies-approaches (of globalizational, informational, innovative, social, Europeanized and other characters) to the synergetic concept and other theories and approaches. The impact of these tendencies adequately creates the process of social and public administration concepts evolution. The key principles of these concepts are laid into an elaboration of state-administrative reforms. Theoretical-methodological provision of formation and realization of state-administrative reforms significantly widens theoretical grounds of the society innovative development paradigm.

Висновки

The leading tool of realization of these reforms is the complex innovative mechanism in the PAB system, which is directed to the updating of efficiency of public authority bodies by innovative way. This mechanism is characterized as a logical unity of co-related mechanisms of innovations initiation, target mechanisms and mechanisms of the system of public authority bodies in the innovations regime. Inside the latter mechanism, innovative activities and updating are main tools of the target directed revival of the PAB system efficiency, boosting the public society development and their inter relations. Theoretical grounds of the complex innovations mechanism deeper expose the essence of the modern paradigm of the society innovative development.

The above presented ideas only conceptually reflect the essence of the complex innovations mechanism. An important direction for further research is grounding of this mechanism as a system, which could logically connect administration, realization and provision for the processes of its functioning taking into account the most significant both inner and outer factors. Longevity and large scale of spreading of state-administrative innovations in conditions of a significant impact of vagueness demands working out of strategic approach to the elaboration of this mechanism, which is based on the conjunction of strategic, program-targeted and project managements.

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