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INSTYTUCJONALNE ZAPEWNIENIE CYFROWEJ TRANSFORMACJI ZARZĄDZANIA PUBLICZNEGO

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Adnotacja. Kryzys systemowy, z którym obecnie boryka się społeczeństwo ukraińskie, wpłynął m.in. na kwestie administracji publicznej. Wraz z tym że następuje transformacja społeczeństwa przemysłowego w postindustrialne, informacyjne, następuje aktywna transformacja koncepcji administracji publicznej w służbę. Celem badania jest zbadanie, w jaki sposób poprawa instytucjonalnego zapewnienia transformacji cyfrowej przyczyni się do poprawy efektywności świadczenia usług publicznych (państwowych). Wprowadzenie technologii cyfrowej do administracji publicznej jest trendem dla wszystkich krajów. Doświadczenie pokazuje, że tylko systemowe wykorzystanie innowacyjnych technologii informatycznych w procesach decyzyjnych, w tym tworzenie zintegrowanych strategii i programów reformy sektora publicznego, jest warunkiem poprawy dobrobytu społeczeństwa. Cyfryzacja procesów wprowadza zmiany organizacyjne w działalności rządu, funkcjonowaniu rządu, zwiększa przejrzystość i odpowiedzialność. U podstaw takich zmian leży transformacja cyfrowa, której istotą jest restrukturyzacja i transformacja kanałów komunikacji – interakcji cyfrowych.

Słowa kluczowe: transformacja cyfrowa, administracja publiczna, społeczeństwo informacyjne, usługi publiczne, przesłanki instytucjonalne, efektywność usług publicznych.

INSTITUTIONAL SUPPORT FOR THE DIGITAL TRANSFORMATION OF PUBLIC ADMINISTRATION

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Summary. The article is devoted to the study of improving the institutional support of the digital transformation of public administration. In the context of systemic crises caused by globalization processes, the process of digitalization becomes extremely important. The digital transformation affects all areas of the country's citizens: from public administration to economic processes. The purpose of the study is to study and analyze the key prerequisites and factors of an institutional nature (both drivers and constraints) of the further digital transformation of public administration. The author proves that the prerequisite for the effective organization of the digital transformation of public administration is the systematic reform and implementation of goals and objectives. The author identifies organizational tools for the implementation of digital transformation and areas for further improvement of institutional support and creating a strong potential for the implementation of digitalization tools in the field of public administration. It is proved that the basis of such changes is the digital transformation, the essence of which is the restructuring and transformation of communication channels – digital interaction.

Key words: digital transformation, public administration, information society, public services, institutional preconditions, the efficiency of public services.

ІНСТИТУЦІОНАЛЬНЕ ЗАБЕЗПЕЧЕННЯ ЦИФРОВОЇ ТРАНСФОРМАЦІЇ ПУБЛІЧНОГО УПРАВЛІННЯ

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Анотація. Системна криза, з якою зараз стикається українське суспільство, вплинула, серед іншого, на питання державного управління. Поряд з тим, що відбувається трансформація індустріального суспільства в постіндустріальне, інформаційна – відбувається активна трансформація концепції державного управління – в службу.

Мета дослідження – дослідити як удосконалення інституціонального забезпечення цифрової трансформації сприятиме підвищенню ефективності надання публічних (державних послуг). Впровадження цифрових технологій в державне управління є тенденцією для всіх країн. Досвід показує, що лише системне використання інноваційних інформаційних технологій у процесах прийняття рішень, у тому числі формування комплексних стратегій та програм реформування державного сектору, є передумовою підвищення добробуту суспільства. Цифровізація процесів вносить організаційні зміни в роботу уряду, функціонування уряду, підвищує прозорість і підзвітність. В основі таких змін лежить цифрова трансформація, суть якої полягає в реструктуризації та трансформації каналів комунікації – цифрової взаємодії.

Ключові слова: цифрова трансформація, публічне управління, інформаційне суспільство, державні послуги, інституціональні передумови, ефективність державних послуг.

Introduction

The systemic crisis that Ukrainian society is currently facing has affected public administration issues. One of the most important conditions for effective reform of state institutions and public authorities in the context of digital transformation is e-government, which is becoming digitalized and aims to improve the efficiency of government with citizens, businesses and other institutions and reduce joint time and money.

Digitalization of public governance is a process of implementation of digital transformations in the public sphere (in the context of radical transformation of public authorities), which will lead to an abrupt transition to digital governance through the use of digital technologies (digital workplace tools, artificial digital intelligence, blockchain), smart-, portal-, cloud-, network-services, etc.). That is, in a narrower sense, the digitization of public governance is an abrupt process of digital transformations of public governance into digital governance (digital governance) (Kuybida, 2018:7).

Thus, we can define the digitalization of public administration as a process of the radical change of public administration mechanisms in general and the activities of public authorities in particular, based on the introduction of digital technologies in all aspects and leads to the progressive development of digital transformations in the country.

The purpose of the study is to investigate how improving the institutional support of digital transformation will increase the efficiency of public services.

The key objectives of our study are the following:

- to research the world experience in the field of digital transformation of public administration and provision of public services;
- to research the transformation of public administration in the context of digitalization processes.

Main part

Digitalization provides public administration with new tools and new opportunities.

A significant amount of research in the field of public administration is devoted to the issues of digitalization of its main processes. Thus, in particular, the researcher Moreno (Moreno, 2019: 131) devoted his work to topical issues of websites and their role in simplifying the process of providing social services and other public services. On the one hand, this will help simplify the process of serving citizens, and on the other – the involvement of citizens in the activities of public administration, which will ultimately increase the level of transparency of public administration (Moreno, 2019: 129).

Another important area of research by scholars in this field is the preparation of civil servants for digitalization and its rapid spread. In particular, it is emphasized in this case the importance of training and education of public authorities to use all the tools that are introduced in the digitalization of public administration (Nam, 2019: 127).

Returning to the origins of digitalization, we note that this concept is not new in nature to the field of public administration. In particular, the issue of automation of public administration processes is connected with this. Ukraine is also currently in the process of creating a digital state, and most services to citizens are provided directly in the digital environment. In this context, it is important to take into account and further develop the following key prerequisites for strengthening digitalization processes in the country: the country's readiness to introduce digitalization tools in all areas of public administration; resource security (material, personnel, technical).

Material and research methods

In accordance with the tasks set before the study, we formalize the procedure, methodological basis and information base. The information base of the study consisted of documents from international organizations and governments.

Analysis, synthesis, method of analogy, and institutional approach are the methods used in the study.

Results and their discussion

Returning to the concept of the digital state, it is necessary to note the following. A key feature of the successful introduction of modern digitalization tools is to ensure the systemicity and continuity of this process by government officials. The main advantages of digitalization of public administration are the following: improvement of the organizational component of the exercise of powers by public authorities; increasing the level of transparency and accountability of the government. Digital transformation is at the heart of such changes, its essence is the restructuring and transformation of communication channels, i.e., digital interaction (Androniceanu et al., 2022: 15). It is advisable to identify the main stages of digitalization to analyze the concept of digital transformation in public administration. Based on the best world practice, we note that there are a number of stages of digital transformation. In particular, according to the OECD, there are stages of digital transformation: "digitalization of processes that implement traditional digital technologies to improve public administration, data management; e-government,

which involves the introduction of digital technologies; digital government, which has the latest digital technologies (such as the Internet of Things, artificial intelligence and predictive analytics) (OECD, 2016).

Successful and effective implementation of each of these stages creates a number of benefits for both government officials and citizens.

World experience shows that a necessary prerequisite for the successful implementation of digital transformation is proper institutional support. An example is the experience of the United States and its digital development program, developed in 2015 (OECD, 2016).

In accordance with this program, there are four main components of improving the efficiency of digital transformation, which include: affordable Internet; information security; Internet availability and user awareness.

It is important in the current conditions of Ukraine's rapid European integration against the background of the war to study and implement the experience of EU member states.

In particular, there are currently more than 30 national and regional programs to accelerate the digital transformation in the economic and public administration spheres in the EU and EU Member States.

The level of digital transformation in public administration in Ukraine is quite average, as evidenced by the data shown in Figure 1.

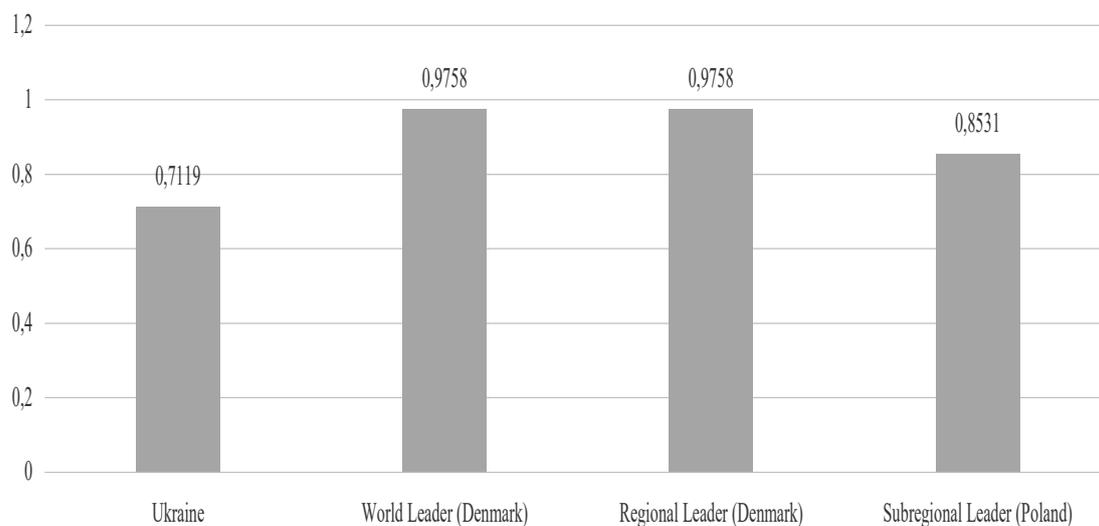


Fig. 1. E-Government Development Index in 2021

Source: (UN E-Government Knowledgebase, 2021)

In addition to the above advantages of the digital transformation of public administration, it is also advisable to pay attention to the constraints on such development.

Such factors may include, in particular: economic and legal, organizational and technical; infrastructural and other factors.

It should also be noted about the existing limitations of digitalization, associated with the uneven level of automation of public administration processes among public authorities at different levels (state, regional, local) (Mergel et al., 2022).

In addition, among the objectively existing factors should also be noted the threat of increasing digitalization of public administration. The research area is characterized by the need to create proper information security of the highest level.

At the same time, we should not forget about the need to create conditions for quality communication and access of citizens to the Internet (Hafseld et al., 2022: 914).

Digitalization of public administration processes is a tool for combating corruption in public authorities, as the use of digitalization tools helps to increase the transparency and accountability of public authorities to citizens, especially in the use of state budget funds.

The organizational component of the digitalization process involves the creation of appropriate roadmaps in the context of each area and contain at least the following components: the elimination of gaps of institutional, methodological, regulatory nature. It is also important to conduct pilot studies and implement previous projects.

Technology opens up innovative opportunities in the public sector and has the potential to improve interaction between governments and citizens by simplifying procedures and promoting openness to government. The digital transformation of government means further modernization of public administration, unhindered cross-border mobility and increased digital interaction. An increasing number of world governments are using an increasing number of digital tools (Hafseld et al., 2022: 916).

There is a growing interest in directing digital transformation in a way that respects fundamental rights and democratic values and benefits society. It is now customary to talk about a European approach to digitalization, in which data and technology must be used for the common good of the economy and society.

Services will be increasingly adapted to anticipate life events and administrative needs. For example, hospital birth records result in a birth certificate, social security card and medical record for the child, and the payment of family benefits to her parents. Under a “one-time government”, citizens and businesses need to provide their data only once before it is disseminated between departments with appropriate privacy protections (Wouters et al., 2020: 231).

Increased attention is being paid to the potential use of blockchain and distributed book technologies in the public sector. Blockchain is a system for recording information making manipulation difficult or impossible. Distributed book technology is a system for simultaneously recording details of asset transactions in multiple locations without a central repository or administrative functions. They can be used as a new information infrastructure that could support and ensure the secure exchange of information between public administrations, citizens, and businesses (European Commission, 2021).

Local authorities in Europe are implementing new policies and services to improve the use of public interest data, alternative data management models and human-centered digital services. Many governments are also implementing digital solutions such as data analysis and cognitive automation (cognitive technologies such as machine learning, computer vision, machine translation and speech recognition are used to reproduce human actions) (Mergel et al., 2019).

Developing a policy supported by machine learning can model and define the best results and improve the policy through self-adjustment. It can also support digital platforms for crowdsourcing and distributed policy-making, in which citizens contribute their knowledge and experience (Wouters et al., 2020: 225).

There is a growing interest in alternative approaches to data management, control and use. The focus is on analyzing new alternative data management models that are more democratic (allow more participants to control data and decide how to use it) and use data in the public interest (e.g., better public services, social solutions, empowering users).

Digital transformation poses new challenges and significant opportunities to strengthen the social contract between citizens and the state, and better respond to rapid changes in public demand (Wouters et al., 2020: 229).

First of all, the digital transformation of public administration, which is gaining momentum in today's digital world, is also raising citizens' expectations about the quality of public services, their level of transparency, accountability and reduction of bureaucratic obstacles.

Technological progress requires innovation policies to address new regulatory challenges. Regulating the digital transformation in order to mitigate its harmful effects and promote its benefits is a key aspect of the political agenda. Norms are crucial to maintaining public confidence in the context of digital transformation. New policy areas are becoming increasingly important, including digital security, data privacy, protection, governance, and ethical considerations.

New technologies and data analysis can change governments. Responding to new challenges and seizing new opportunities requires restructuring public institutions. World governments have the potential to become more reliable, efficient, inclusive, and innovative, taking advantage of new opportunities offered by technological progress. It can help restore trust in public institutions and improve the quality and coverage of public services. An ambitious agenda and a coordinated and integrated approach are needed to make the most of the digital transformation.

Transformations caused by technological progress call into question the adequacy of the current national and international institutional structure. New risks and opportunities lie ahead; the rules of the game need to be adapted to make digital transformation the driving force of progress and greater prosperity (Berthod et al., 2019: 208).

Governments are facing new regulatory challenges in ensuring that the opportunities and benefits of digital transformation can be realized. The regulatory framework must strike a balance between promoting digital transformation and maintaining secure access to digital technologies. Five steps can help achieve this goal (Chen et al., 2019: 454).

First, the regulatory framework should promote competition and investment resulting from the growing convergence of networks and services in the digital economy (e.g., uninterrupted provision of digital services between networks). Competition is the key to fostering innovation and enabling all consumers to benefit at competitive prices. Independent agencies are needed to address dominance issues or introduce wholesale rules when necessary to reduce barriers for new entrants.

Secondly, regulatory support that takes into account all the features and obstacles to the introduction of digitalization tools and innovations. Strengthening the institutional component will help increase investment by increasing the confidence of institutional investors.

Third, the regulatory framework should help protect consumers in online transactions involving personal data. Lack of proper protection can hinder e-commerce and the introduction of new products. Promoting data access and data portability, data ownership issues should be a priority in regulations, ensuring that the accumulation of data from incumbents does not create barriers for newcomers by slowing down innovation and reducing competition.

Fourth, innovation-friendly regulations enable the development of new industries and firms that are digital-intensive. Digital innovation often takes place outside the existing framework. Therefore, regulations must be flexible:

achieve legitimate regulatory goals without encouraging innovation and without losing the benefits of digital transformation. Encouraging and implementing innovation requires technology-neutral rules that ensure fair competition between emerging technologies.

Fifth, the responsibilities of stakeholders should be clear when creating new rules, duplication should be avoided and institutions should be provided with tools to enforce decisions. There must be a clear distinction between policy formulation and regulatory functions. The introduction of systematic measurement systems to monitor the growth of broadband and digital services is crucial for policy and regulatory decision-making. Stakeholder involvement and independent evaluations by experts and third parties to identify regulatory improvements should be encouraged (Curtis, 2019: 323).

There is a need to update the multilateral rules of digital taxation and trade at the international level. The digitalization of the economy is creating new tax problems. Within the OECD, global negotiations are under way to reach a global agreement so that multinational companies that conduct stable and significant businesses in places where they may not have a physical presence (a typical feature of digital firms) can be taxed in such jurisdictions. Another relevant area is cross-border data flows. Data underpins the digital transformation and affects the trading environment. Governments are increasingly trying to regulate cross-border data transfers to protect privacy when data is stored or processed abroad, or requires data to be stored locally.

Conclusions

The latest information and communication technologies significantly change all social relations – the formation of a new, informational, and now digital society. At the same time, distances are decreasing, globalization is deepening, and unprecedented opportunities for regional development are being created.

Summarizing the results of the study, we also note that digital tools are allowed to create more effective and purposeful information support for government decision-making at each stage of public administration (planning, organization, control, motivation). In addition, when developing roadmaps for the implementation of digital development strategies, it is also advisable to take into account and adhere to the principle of cost-benefit.

It should also be noted that the full digitalization of public administration processes leads to lower costs for the maintenance of the bureaucracy and inefficient spending of budget funds. At the same time, the digitalization of public administration contributes to increasing transparency and the level of investment in the digital economy.

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