

6. Theoretical aspects of efficiency of management activity of administrative service

In modern conditions, the effective management work of managers at different levels of management depends on the results of any organization. Therefore, there are real theoretical and practical needs in the need to characterize the content of their management work, as an important condition that contributes to achieving goals in the external and internal environment of the organization.

Management work is a planned activity of employees of administrative and managerial staff, aimed at the organization, regulation, motivation and control over the work of employees of the organization [85, p. 170].

The content of managerial work depends on its object and is determined by the structure of production processes, methods of work, its technical equipment, as well as the relationships that arise in the process of performing managerial functions.

Management activity is a specific type of labor process. Managerial work has its own characteristics compared to productive work, which creates material values. Management is first of all work with people, and their labor activity is the object of managerial influence. This work is creative, mostly mental, which is carried out by man in the form of neuropsychological efforts. The process of mental work consists of such basic actions or operations as listening, reading, speaking, contacting, observing action, thinking, reasoning, and so on.

Management work – unproductive work. Participation in the creation of material goods is indirect, through the work of others. The product of managerial work is decisions, not goods and services, the subject – information. Figure 1 illustrates the logic of the management process and its focus on achieving organizational results.

The main tasks of management are to determine the goals of the organization and create the necessary conditions (economic, organizational, technical, social, psychological, etc.) for their implementation, "establishing harmony" between

individual labor processes, coordination of joint activities of employees (Fig.2.) [86, p.120].

In addition, management in modern conditions should be aimed at meeting the needs of employees, which, in turn, helps to increase the efficiency of the organization. Management is, first of all, work with people, and their labor activity is the object of managerial influence. Labor activity of people in the organization, their relations in the management process can indirectly act in the form of information in its various forms.

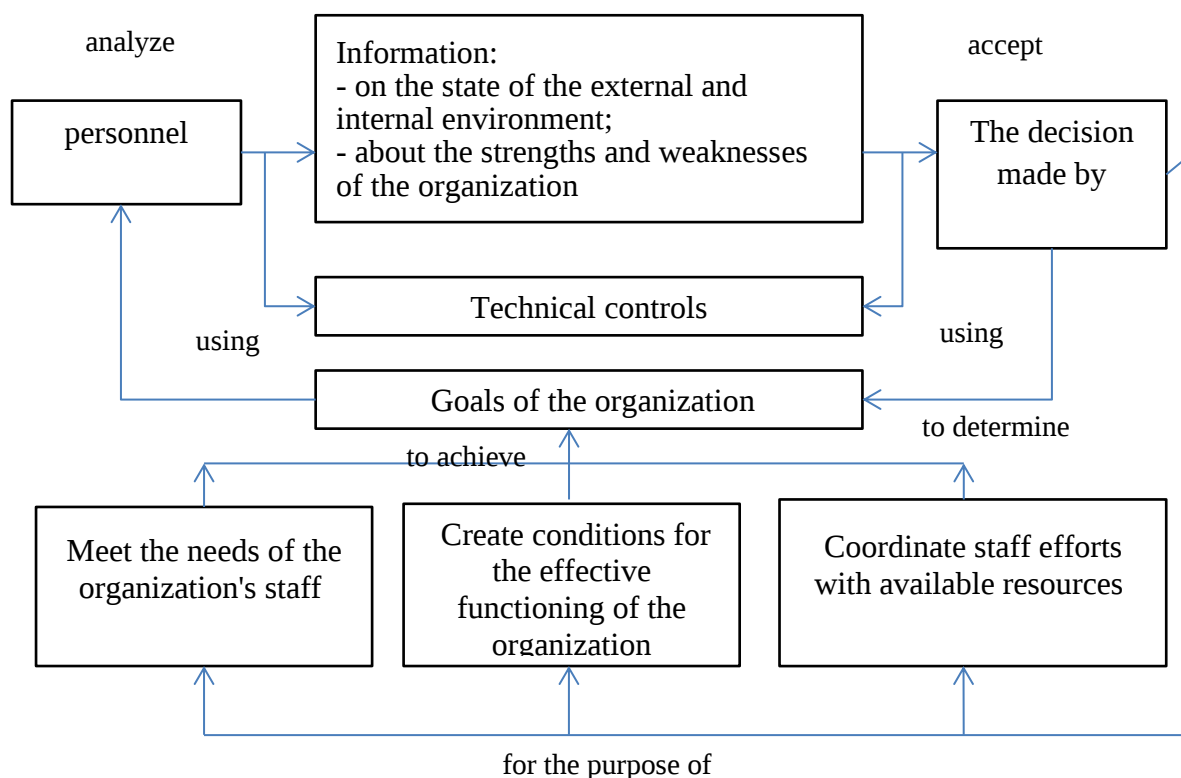


Fig.1. The logic of the process of managerial work

Source: formed on the basis of [85-87].

In the process of management work is the collection, processing, transmission of information. Connections in the management process between different managers, between the manager and production staff are also carried out through information. Therefore, management work has an informational nature.

The work of the manager is a purposeful specific type of mental activity to ensure the effective operation of the managed system.

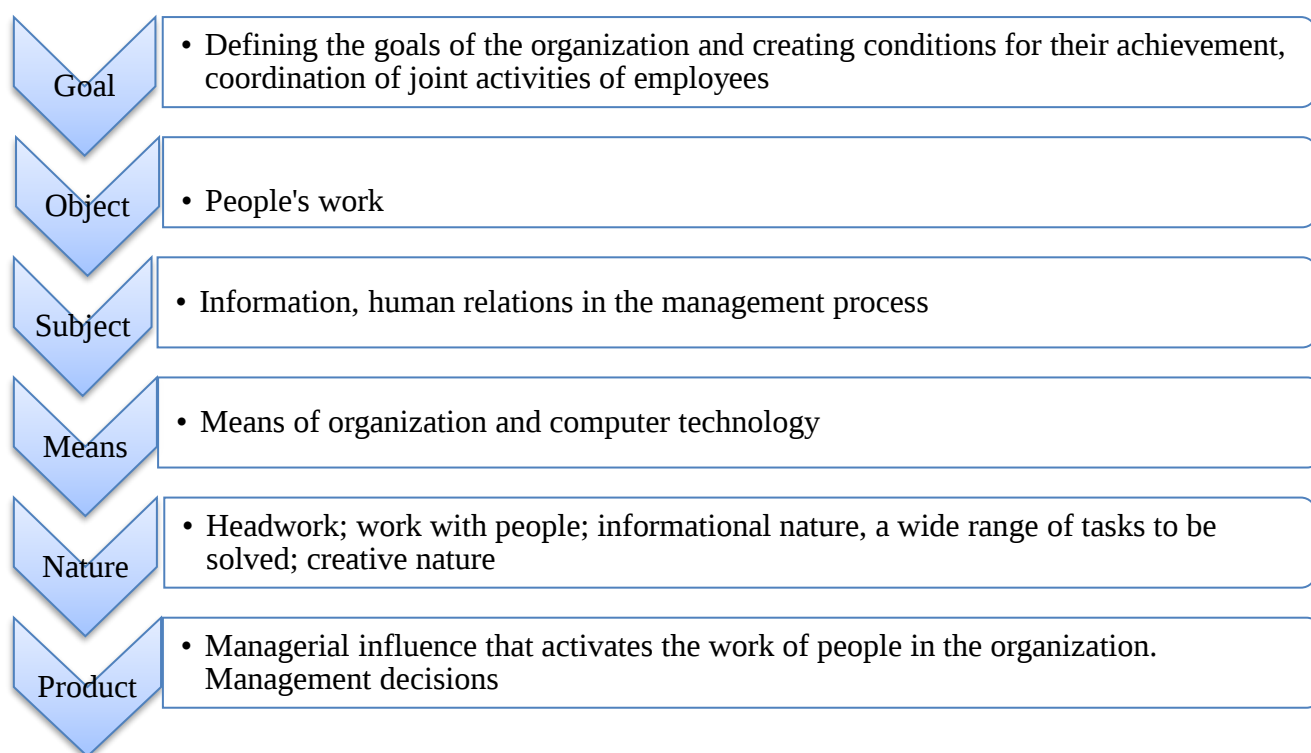


Fig.2. Features of managerial work

Source: formed on the basis of [90, 91]

Under the organization of managerial work is understood the order, rules of official conduct in the management apparatus, aimed at performing long-term and current tasks of managers, specialists and other employees in accordance with current job descriptions and regulations on the structure of the unit. The organization of work in the management apparatus is based on the development of a set of regulations that determine the place and role of each structural unit of the management staff and each employee in the management system; the order of relationships between them; forms of influence on the activities of the object of management; ways of contact with the external environment.

The organization of managerial work as a system – the result of orderly activities as an integral part of management. The subject of the manager's work is information about the objects of management and the external environment. The object of the manager's work is the staff of the managed system and the relationships that develop in it in the process of performing certain functions.

The means of organizing the work of the manager is a set of organizational and accounting techniques for obtaining, recording, transmitting, copying, reproducing, processing information necessary for the implementation of the system management process.

The work of the manager differs from the work of other employees of the management system (Fig. 3) [87, p.58]. It has a creative character. The manager must constantly on his own initiative to find ways to ensure the effective operation of the managed system and mobilize its staff.

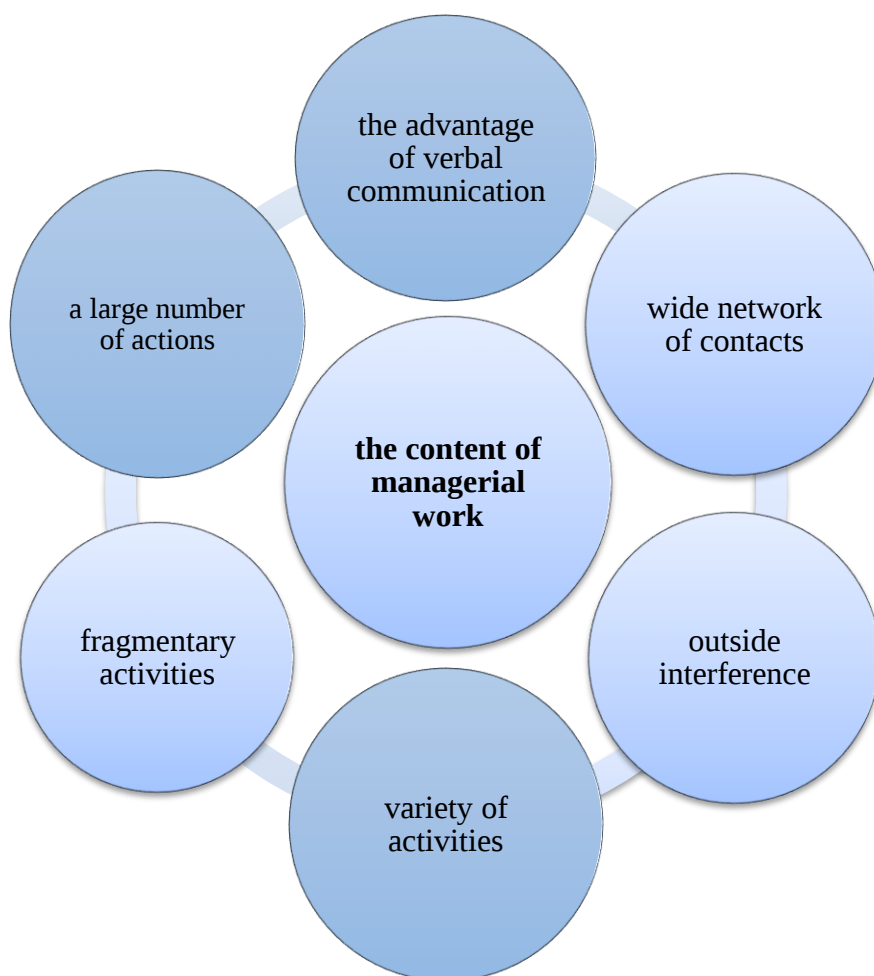


Fig.3. Characteristics of the content of managerial work

Source: formed on the basis of [87, 93]

The manager is first of all the organizer of work of this or that system. He is always faced with the task of uniting staff into a single whole and determine the

strategic directions of its activities, coordinate the work of functional units and direct executors.

In the process of organizing work, the manager performs such functions as forecasting, organization, planning, accounting, control and regulation. In the managed system, he is not only the organizer but also the educator of the staff. To do this, the manager applies the appropriate principles and methods of influencing him.

Thus, in a market economy, the requirements for managers of enterprises and organizations increase sharply. They must constantly work on themselves to demonstrate in the process of performing their functions high professional and personal qualities, which will accordingly affect the effectiveness of management decisions.

Decisions can be made by a person in three main systems: technical, biological and social, which, in turn, can be interconnected. These types of systems have different levels of unpredictability in the results of solutions.

Depending on the conditions of implementation of decisions in the social system, the leader can achieve from subordinates both cooperation and confrontation. The professionalism of a specialist who develops or implements a solution is determined by his ability to create a stimulating environment for certain actions.

Decisions made by a leader in the social system are called managerial. Decision-making in management is a systematic process. As a rule, organizational management processes are very diverse, multidimensional and have a complex structure. In a general sense, the management process in local self-government consists of general management functions, which are combined into management cycles and related to decision-making (Fig. 4).

Local government decision-making should be a conscious choice of available options or alternatives that reduce the gap between the current and future desired state of the problem. The decision-making process itself includes many different elements, but it certainly contains such elements as problems, goals, alternatives and the solution itself. This process is the basis for the formation of programs of socio-economic development and planning of activities in local self-government, as programs and plans are a set of decisions in the field of management, current activities and other areas to

achieve goals. Life-making in villages, cities, ie communities is based on decision-making.

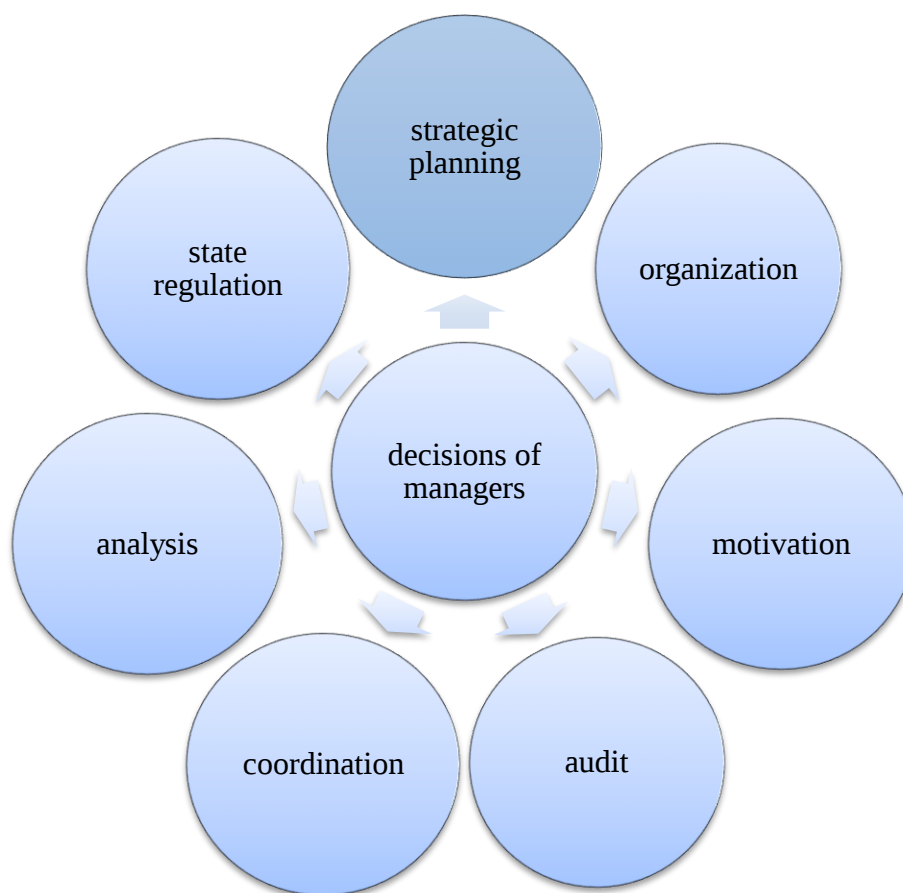


Fig.4. Management cycles in local government

Developed by the authors

Decisions should be seen as a product of managerial work, and its adoption – as a process that leads to a new quality.

The problem of making managerial decisions is one of the central places in the sociology of the organization. Considering the organization as a tool of management, sociologists and specialists in management theory, directly link its activities primarily with the preparation and implementation of management decisions. The effectiveness of management is largely due to the quality of such decisions. Sociologists' interest in this problem is explained by the fact that the decisions fix the whole set of legal relations that arise in the process of employment and management of the organization, they fully relate to the activities of local government. Through them, goals, interests,

connections and norms are formed in the processes of fulfilling the powers assigned to the local self-government body.

The authors, based on generalizations, identify the main features of management decisions in local government.

First, the representative body of local self-government is elected, consists of deputies, and in accordance with the law is given the right to represent the interests of the territorial community and as a governing body makes decisions to address strategic issues of territorial development.

Secondly, guided by the principles of unity and collegiality, local government officials choose areas of action that can significantly affect the lives of many people.

Third, the need to develop self-organization of the population is taken into account. Fourth, democratic forms and methods of work of local self-government bodies with enterprises, institutions and organizations that are not in communal ownership of the respective territorial communities are being introduced.

Fifth, to ensure the effectiveness of the legislation provides for the binding nature of acts and legal requirements of bodies and officials of local self-government.

Sixth, given the fact that the decision-making process in the activities of local self-government bodies is quite complex and responsible, some formalization and professional training of local self-government officials is needed.

Seventh, the formation of management decisions by local governments is carried out in the development of local democracy.

Decision making is a science and an art. The role of the decision is huge. The most important issue for the successful functioning of local government as an organization is how it can identify problems and solve them. Every decision concerns a problem, and the right decision is the one that best contributes to setting the goals of local government and its components. However, defining a goal does not mean formulating a problem, and without it there is no need for decisions and actions. The goals they often try to achieve may not be sufficiently understood. Setting the wrong goals means formulating and solving problems incorrectly, which can lead to much

greater losses than ineffective problem-solving. In this regard, the main official of local self-government plays a very important role.

Decision-making is not only a process, but also one of the types of mental activity and manifestation of human will. It is characterized by the following features:

- the ability to choose from a variety of alternatives (if there are no alternatives, there is no choice and, therefore, no solution);
- the presence of a goal (aimless choice is not considered a solution);
- the need for a voluntary act of the person making the decision, as it forms a decision in the process of struggle of motives and thoughts.

The decision can be considered as an organizational act, as one of the main stages of the management process, as an intellectual task, as a process of legalization of managerial influence on the managed subsystem of local self-government.

The legal essence of the managerial decision is the ability to take specified measures in the legal field, ie in strict compliance with the laws of Ukraine, international obligations, domestic and other documents.

The organizational essence of the management decision is that for its development and implementation in the local government should be appropriate opportunities, in particular:

- the required number of officials;
- instructions and regulations governing the powers, rights, duties and responsibilities of officials;
- all necessary resources, including information;
- equipment and technologies;
- control system;
- the possibility of constant coordination of the process of development and implementation of management decisions.

The social essence of the managerial decision is to apply the mechanism of management of performers in order to achieve the interaction of all its participants. The needs and interests of both officials and members of the territorial community, motives and incentives, attitudes and values, fears and anxieties must be taken into account in

the management decision itself or in the process of its development and implementation.

The economic essence of management decisions is that the development and implementation of any management decision requires human, financial, material and other resources. Therefore, each SD has a real cost. It is the result (product) of management activities and should be evaluated by the results of its implementation by the local government. By comparing the advantages and disadvantages, costs and possible benefits of developing and implementing a management decision, you can determine the feasibility of this work.

The technological essence of the management decision is manifested in the ability to provide local government officials involved in the development and implementation of management decisions, the necessary technical, informational tools and resources. When planning the development or implementation of a management decision, the manager must simultaneously form a technological basis for it.

Thus, the managerial decision is an integral part and a direct result of the mental management activities of local government officials. An administrative decision is any document or word, action that makes sense and is aimed at its further implementation. Such decisions have certain features that are imposed by the conditions of activity of local self-government bodies determined by the legislation.

The timeliness of management decisions depends on the effectiveness of the administrative service. Assessment of management activities is associated with certain difficulties due to its specificity. It is difficult to evaluate the mental work involved in the creation of material goods through the work of other employees. The results of management work are significantly distant in time and space from the moment and place of costs and are virtually inseparable from the results of the operation of the object of management. It is characterized by the interconnectedness of management functions and the difficulty of determining the contribution of each manager. There is a need to combine the simultaneous assessment of personal qualities and the results of the structural unit and the organization as a whole. All this significantly complicates

the methodological approaches to assessing the effectiveness of management activities in the implementation of substantive and organizational issues.

"Evaluation of the effectiveness of management" is a more complex concept than "evaluation of management". Its purpose, in contrast to the latter, is not only to establish the compliance of the manager to the position, but also to determine the value of the employee in the management system based on the effectiveness of his work in ensuring effective management as a whole. This difference should be reflected in the content of the evaluation of the effectiveness of management staff, as the purpose of the evaluation largely determines its content.

Different categories of management staff are involved in management: managers, specialists and technical executors. Therefore, the methodology for determining the content of the evaluation of the effectiveness of management staff requires a comprehensive approach and unification. Most researchers believe that the evaluation of all categories of management staff should be carried out in three areas: the assessment of personality, its work and its results. At the same time, the most controversial issue is the content that is invested in each of these areas.

During the assessment of personality in recent years, a competency-based approach has become widespread [88, 89, p.10, 90, p.23, 91, p.93]. In the practice of assessment, a new term has appeared – competence, which is a systematic manifestation of knowledge, skills, abilities and personal qualities, through which a specialist can solve specific professional problems. The success of the new term is due to the fact that these, in fact, personal and professional characteristics are new systemic formations of a higher level than just knowledge, skills, experience, abilities and so on. The presence and level of competencies are assessed by business and personal qualities and necessarily by the results of the employee's work. However, some researchers believe that the competency approach is appropriate only for managers of organizations where it is difficult to assess organizational effectiveness (civil service, education, health care, etc.) [91, p.91].

These methodological requirements give us reason not to reduce the assessment of the effectiveness of management staff only to the assessment of professional

competencies, and consider this issue more broadly - through the assessment of professional suitability, as it will contain many other components that can not be fully attributed to the qualities (skills, abilities, abilities, etc.). Therefore, the content of the assessment of professional suitability of employees in the field of management should include an assessment of their knowledge, skills and abilities, personal and business qualities and abilities.

The second direction of assessing the effectiveness of management staff, some authors define as an assessment of the complexity of the functions performed, others – as an assessment of managerial work. But, since the complexity of functions is an integral part of it, it is legitimate to evaluate management work in general.

The third direction – the evaluation of the results of work should take into account the evaluation of its effectiveness, and evaluation of its objectives. Targeted evaluation of the results of the work of management staff has not yet received a thorough theoretical and methodological development, but experts consider it as a promising area of research.

An important methodological issue for assessing the effectiveness of management staff is to determine its system of criteria. Evaluation criteria are the key parameters by which the performance of management staff will be evaluated. The system of criteria and its composition is one of the basic issues of evaluation activities.

In domestic and international practice, a significant number of criterion systems for evaluating management staff has been developed. Depending on the content of the assessment, there are several main approaches: functional, qualification, personal, situational, managerial, organizational, role, target, etc. [92, p.317]. All available approaches are based on the reference model of an effective manager. Differences between approaches are determined by perceptions of how an effective leader differs from an ineffective one.

The system of criteria for evaluating the effectiveness of management staff should have a generalized, unified form and determine the methodological basis for the construction of modified subsystems of indicators and indicators. The latter should reflect the specifics of the managerial functions performed in specific positions. At the

same time, the criteria should characterize both general points that are equivalent for all employees of the department, and specific norms of work and behavior in accordance with a particular position. This will allow the system of criteria with some adjustments to be used in any organization.

In accordance with the defined content, a system of criteria for evaluating management staff was built, which is presented in Fig. 5. It includes two main subsystems of criteria: criteria for evaluating the results and objectives and criteria for assessing the place and role of the manager in the management process. These two subsystems of criteria cover the generally accepted areas of evaluation of management staff – evaluation of results and achieved goals, evaluation of individual work, evaluation of professional suitability of the employee for the position.

The main direct result of management activities of managers is the adoption (preparation) and implementation of management decisions that cause significant changes in the results of the organization, as well as the actual managerial influence. However, in practice, the results of the work of most managers, especially managers and professionals, can not be directly quantified, they can be assessed only indirectly. Based on these provisions, analysis of the theory and practice of evaluation activities in the field of management, a generalized model for evaluating the performance of management staff should include the following criteria: the degree of achievement of goals; degree of performance of official duties; the level of quality of work performed; the level of compliance with deadlines; the level of use of available opportunities; degree of efficiency of individual work; the level of influence of the employee on the results of the unit (governing body) in which he works. The last criterion is decisive, it summarizes all other characteristics of productivity.

The level of the employee's influence on the results of the department (body) in which he works is difficult to assess, because even the contribution of the management system in the overall results of the organization, most scientists believe is impossible. According to the organizational results, it is most expedient to evaluate, first of all, the efforts of line managers, approaching each case individually. Often such an assessment is characterized by qualitative certainty. However, the assessment of the results of

management is quite conditional. The possible inaccuracy of the assessment of the results of the work of management staff can be corrected by the assessment of the work itself.

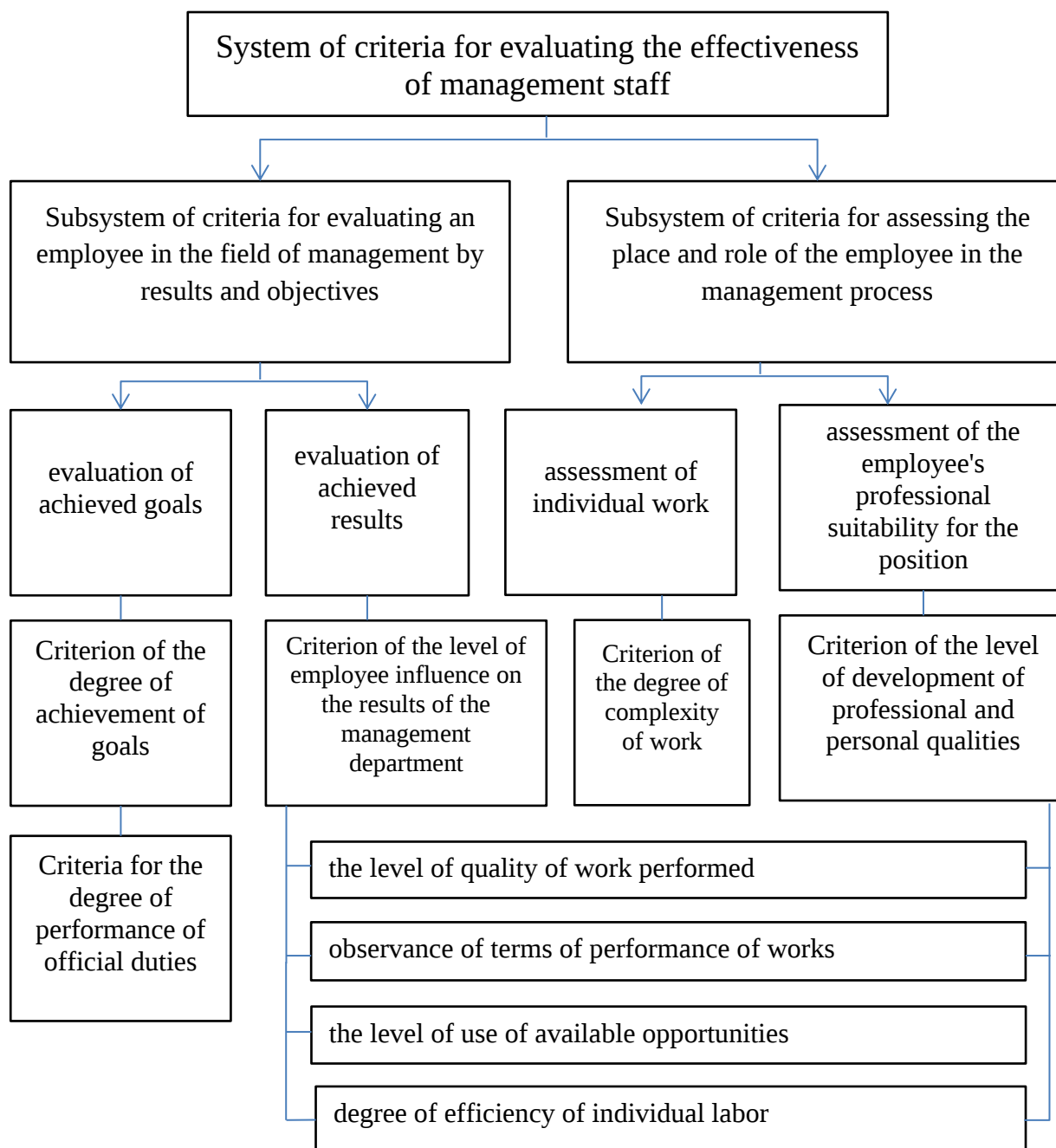


Fig. 5. System of criteria for evaluating the effectiveness of administrative staff
Source: based on [91-93]

Assessment of individual work is based on a single criterion – the complexity of work. This criterion comprehensively characterizes the nature and significance of the work, which allows a more objective assessment of its results. In the literature, when developing questions to assess the complexity of the work of management staff often

emphasize the contradictory nature and difficulty of its implementation. However, most modern researchers have reached a consensus on how to solve it. When assessing the complexity of individual work must take into account the nature and characteristics of the assessed type of management, its content, scale and complexity, nature and degree of responsibility, degree of independence, the ratio of creative and standard tasks, the need for various skills and more. Therefore, the main task in assessing the complexity of labor remains the development of its quantitative methods.

As already noted, the assessment of performance and complexity of work in relation to employees of the management system is either incomplete or conditionally calculated. In addition, the evaluation of work and its results is an evaluation of the past. However, when evaluating employees, it is important not only to determine their reward for past successes, but also to identify their level of readiness to meet future challenges. This requires an assessment not only of the results of their activities, but also of the potential, which significantly complements the first.

According to the assessment of the potential of the manager, or according to the assessment of his professional suitability for the position, it is possible with a certain degree of probability to judge the effectiveness of certain types of his activities in the future. The main ideas of this assessment are based on data from psychology. It confirms the relationship between mental traits of the individual and his activities. Assessment of professional suitability of management staff is a necessary condition for staff rotation, transfer of managers to senior positions, changes in goals and strategies of the organization. Also, the potential of the employee must be assessed to predict his behavior in critical, difficult situations. For the employee himself, such an assessment is important as a guide for self-development.

Assessment of professional suitability includes assessment of general and specific knowledge of management staff, their skills, abilities, professional and business qualities. It should be borne in mind that the qualities of the employee are not something frozen, unchanging – they are constantly transformed, some of them are revealed in some conditions, and others – in others. Therefore, the assessment of professional suitability is significantly determined by time limits. Nor can knowledge,

skills, and character traits be considered in general. In our opinion, the assessment should include the following criteria: the level and range of development of professional knowledge, skills and abilities; level and range of development of professional abilities; level and range of development of personal qualities [93, p.10]. Therefore, the assessment of this area must be based on a systematic approach.

The competence of managers and their professionalism have a significant impact on the corporate culture of local government, which is a "hidden reserve" in management.

The modern concept of corporate culture began to form structurally and meaningfully in the 1980s in the United States under the influence of the following three areas of research: strategic management, organizational theory and organizational behavior. The pioneers in this direction were researchers T. Peters, R. Waterman [94, p.137].

Interest in the study of the new formation of corporate culture of the united territorial communities arose due to certain changes in the environment, one of which is the change associated with the rapid development of information and communication technologies. Thus, O. Bobrovska notes that corporate culture outside society and without connection with the environment can not be implemented, and its implementation should take into account the peculiarities of society in which it is intended to use [95].

In the context of reforming local self-government, the issue of corporate culture development has recently been increasingly devoted to the formation and development of corporate culture of local self-government bodies. In order to generalize the definition of "corporate culture" we present the definition of this category with the selection of the essential component (Table 1) [96, p.116]. Research on the definition of "corporate culture" has identified the priority of its interpretation as a system of personal and collective values.

Based on the statement of O.Bobrov's corporate culture is seen as an instrumental apparatus through which each member

territorial community, team or organization can solve specific problems in the movement of their interaction with the environment and can be a factor that determines the effectiveness of activities, deterring unwanted changes, stressful situations and stress [95].

Thus, the formation of corporate culture is influenced by internal and external factors. In the first case, this is due to long-term practical activities, the result of which is the selection of the best norms, rules and standards proposed by him and the team. In the second – the formation of corporate culture is influenced by the system of values, goals and mechanisms for achieving them, formed in society.

Table 1

Characteristics of the definition of "corporate culture"

Author	Definition
D. Eldridge, A. Crombie	Unique characteristics to perceive the features of the organization, what sets it apart from others in the industry
E. Shane	The pattern of collective basic ideas obtained by the group in solving problems of adaptation to changes in the external environment and internal integration, the effectiveness of which is sufficient to consider it valuable and pass on to new members as a proper system of perception and consideration of these problems
E. Shane O. Vikhansky, A. Naumov	A set of important provisions that are perceived by members of the organization and embodied in the values declared by the organization and set people guidelines in their behavior and actions
V. Singer	The system of material and spiritual values that interact with each other, inherent in this corporation, reflect its individuality and perception of themselves and others in the social and material environment, manifested in behavior and interaction with the environment
R. Solovyova, E. Belyaev	A set of certain norms and values that must be consistent with the strategy and external environment of the organization
G. Hayet	The system of values, beliefs, beliefs, ideas, expectations, symbols, as well as business principles, norms of behavior, traditions, rituals, etc., which have developed in the organization or its departments during its activities and which are accepted by most employees

Source: formed on the basis of [95-97].

Problems of formation of corporate culture are connected, first of all, with necessity of maintenance of harmonious interaction of its separate elements as in any organization unevenness of their influence which is a basis for development and perfection is always observed. The nature of corporate culture is manifested through the system of relations, which includes the attitude of employees to their own professional activities and organization as an objective condition for its implementation. One of the important

elements of the system of relations is the subsystem of labor relations, the functioning of which has a direct impact on the efficiency of local governments.

Polishchuk N. researching corporate culture, focuses on its formation and development through the stimulation of innovation [97]. Innovation depends on information and communication support. The foundation of the formation of corporate culture is primarily effective internal corporate communications, which are the main tool of communication projects of local governments.

The proposed conceptual model of forming the corporate culture of local governments (Fig. 6) forms a comprehensive vision of an effective model that can ensure the leadership of their effective activities through the introduction of tools of organizational and communication support.

Describing the implementation of communication projects in local governments, N. Drahomyretska notes that project activities belong to the category of innovative creative activities, as it involves the transformation of reality, based on appropriate technology that can be unified to master and improve. The author argues that the implementation of communication projects is unique in that it provides an opportunity to involve the public in management processes. N. Drahomyretska characterizes the project of communicative activity of public administration as an intellectual model, the implementation of which contributes to the intellectual, emotional and behavioral structure of the recipient of the message, and therefore the project is to some extent communicative [99, p.106].

According to the content, the project is a temporary activity that involved coordinated implementation of a set of innovative, research, design, socio-economic, organizational, economic and other interrelated activities.

According to some scholars, the project is a unique set of coordinated works of a given content with defined start and end dates, limited cost and implementation time, which are aimed at achieving the planned goals in terms of duration, cost and satisfaction of participants. The Law of Ukraine "On Cooperation of Territorial Communities" contains an interpretation of the definition of a joint project, which defines it as a set of measures carried out by local governments at the expense of local budgets and other

sources not prohibited by law and aimed at socio-economic and cultural development territories [100].

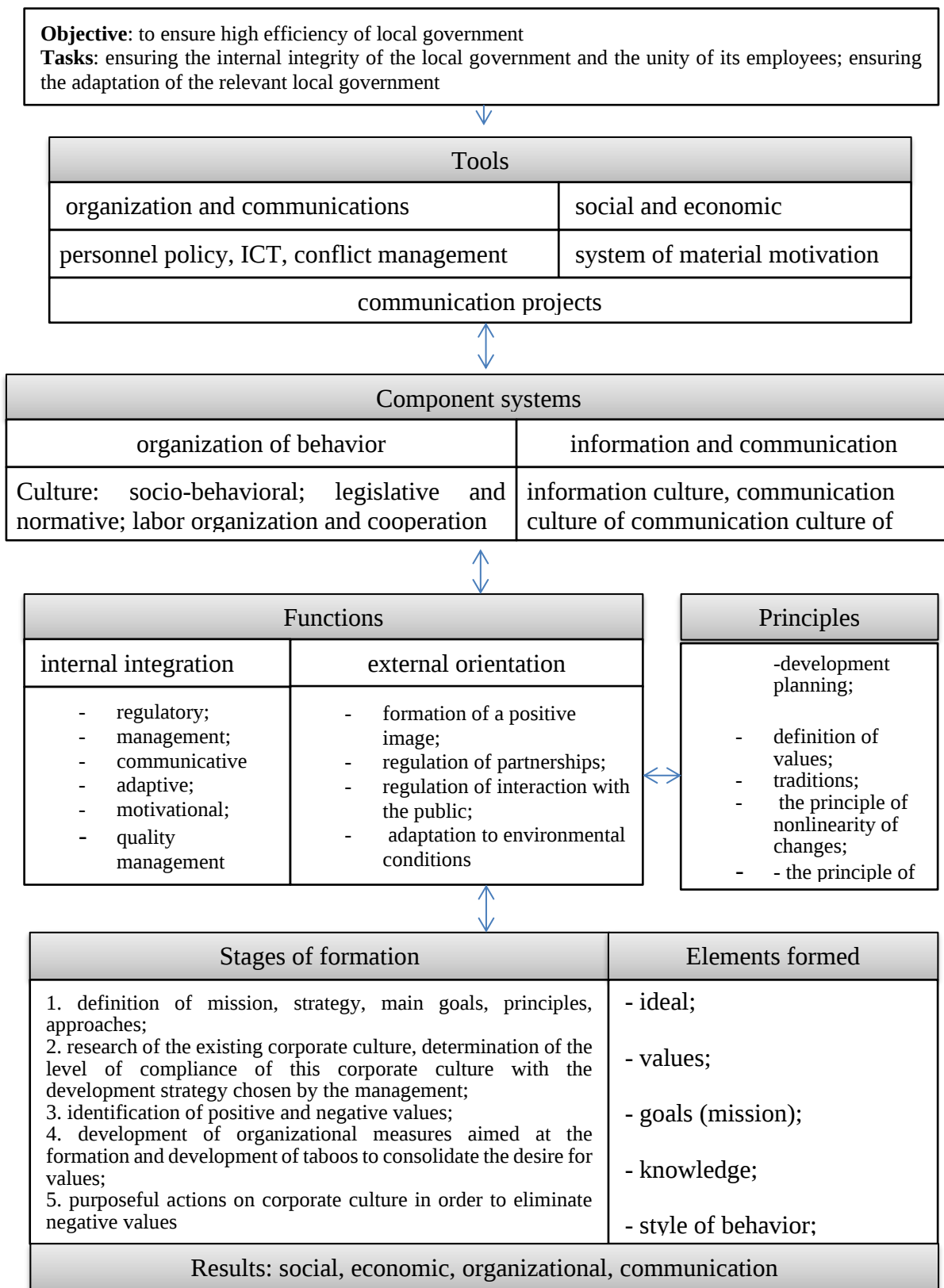


Fig. 6. Conceptual model of formation of corporate culture of local governments
Source: formed on the basis of [96, 97].

A communicative project is a special form of reflecting the needs, interests, attitudes, aspirations, expressed in a certain symbolic form, it is a special technology of building government relations with the public, which involves investing certain resources (financial, material and human) to achieve goals and achieve planned the result in a timely manner with the involvement of the public in management processes.

According to V. Dreshpak, a communication project is a project whose purpose is to create unique products, services or results in the field of communications, due to which there are targeted changes or preserved parameters of certain communication systems or their individual elements. the amount of resources provided and what is used mainly communicative tools [101, p.10].

In the context of forming a corporate culture E. Kaverina argues that communication projects should be considered as a strategic system of actions aimed at achieving a cascade of corporate goals, namely strategic goals (broadcasting corporate myth and tradition, propaganda of corporate values, initiating interaction with partners, etc. motivational goals (creating a positive creative atmosphere) and goals of teamwork (team building, identifying latent professional and personal reserves of staff).

In the context of the study, it is advisable to present a conceptual scheme of the substantive characteristics of the communicative project in terms of the formation of corporate culture of local governments (Fig. 7).

The conceptual scheme of meaningful characteristics of the communicative project in the aspect of formation of corporate culture of the united territorial communities is formed. This will allow a comprehensive approach to the development and further implementation of communication projects with timely decision-making on targeted changes in certain communication systems or their individual elements in case of negative changes in project activities, or maintaining the status quo in case of positive dynamics of communicative activities.

The content components of the project highlighted in Figure 7, which have a certain set of characteristics, are a confirmation of the fact that the project should be classified as communicative. Important features of a communicative project in terms of forming the corporate culture of united territorial communities is that even if projects

are similar, they are never implemented in the same environment and context, so communicative projects are unique. They are temporary, so they are determined by the specific beginning and end of each project.

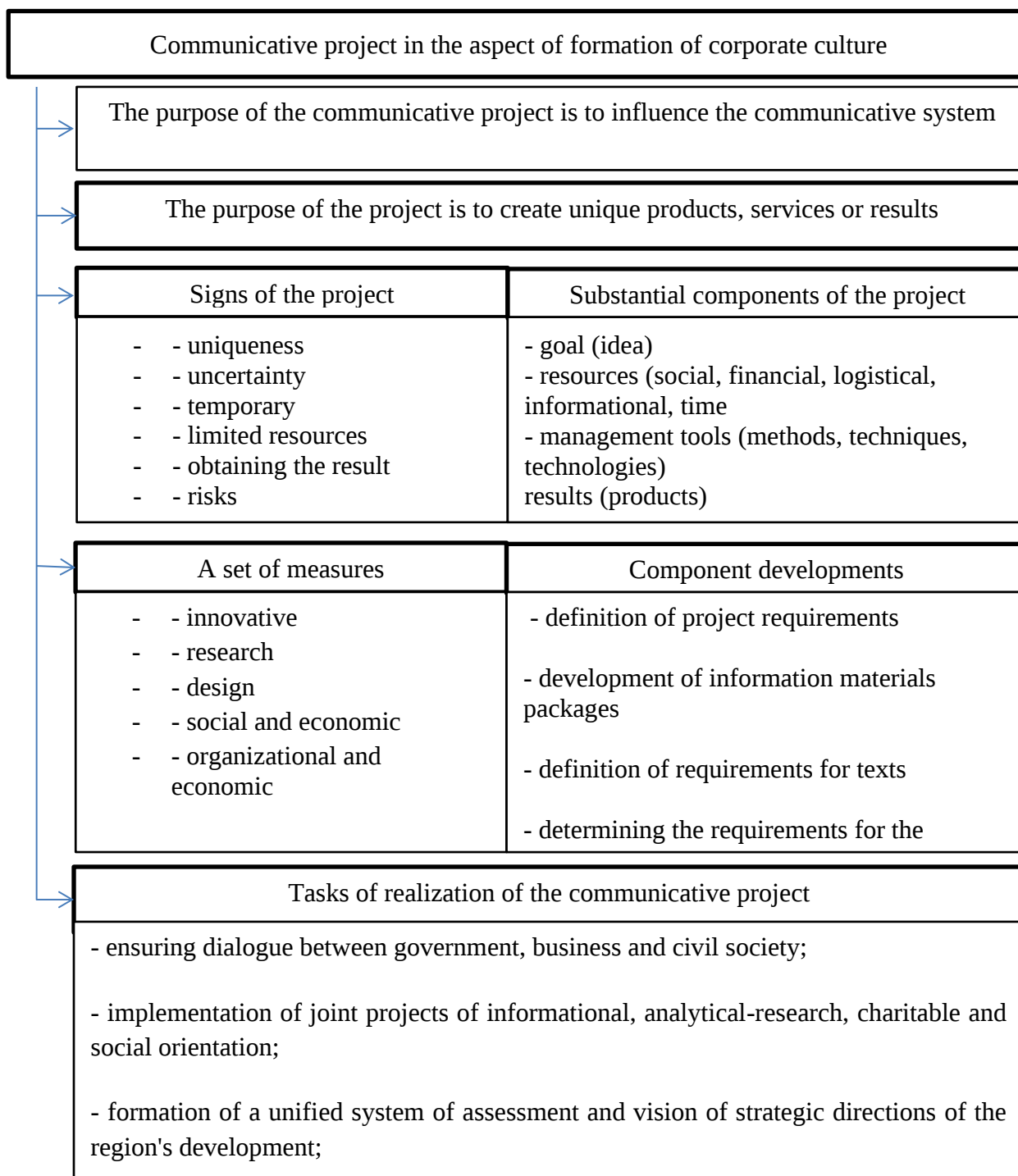


Fig.7. Conceptual scheme of meaningful characteristics of the communicative project in the aspect of formation of corporate culture of local self-government bodies
Source: based on [99-101]

Therefore, the start time can be set, as the project starts with how long the temporary project team is organized and the key team is appointed. Because projects are not repetitive, are performed for a product with unique content and provide certain conditions, fulfilling their missions is not always an easy task and is accompanied by some uncertainty. This uncertainty leads to risks due to uncertain information, immature or untested technology and unpredictable factors. In projects, these risks are overcome with the help of the project manager and the combined knowledge and creativity of team members. The project team is created and operates during the implementation period of the communicative project. Its composition and functions depend on the scale, complexity and other characteristics of the communicative project that determine its uniqueness.

Like any project, a communication project has a life cycle – the period from the appearance of the concept of the future product of the project or the requirements for it (information) to the moment of putting this product into operation (closing). The life cycle of a communicative project consists of several phases, each of which involves the implementation of certain actions that lead to an intermediate result. There is no generally accepted division into phases, but all phases are performed in chronological order. It is important that at the end of each phase it is necessary to evaluate, provide justification for further implementation of the communicative project [102, p.474] (Fig. 8).

For the purpose of effective communicative activity N. Drahomyretska [99, p.107] proposes to introduce a project approach to management, which should be accompanied by structural changes, namely to move to a two-tier structural organization, which provides a level of formal administration, including all types of management activities, and the project level. From a team organization perspective, the project level may include temporary and permanent project teams. From the standpoint of the direction of work, the project level is related to the communicative activities of local governments.



Fig.8. Characteristics of the phases of the life cycle of a communicative project.
Source: formed on the basis of [99, 103, 104]

Thus, in the context of systemic transformation of public administration, reform of local self-government and the formation of new territorial communities, communication projects in the context of corporate culture are of particular importance in addressing a number of issues of organizational, communication, socio-economic nature. In this regard, communication projects in the context of corporate culture should be actively used to develop cooperation and the formation of competitive local communities, which in turn requires the creation of an effective model of communication in public administration and administration.

Reforming the public administration system in the direction of building an effective, transparent, open and flexible structure of public administration using the latest information and communication technologies (e-government), which is able to develop and implement a comprehensive public policy aimed at sustainable social development and adequate response to internal and external challenges highlights the development of communications in the field of public administration and administration [103]. With the change of management paradigm from information to communication, the implementation of a number of measures to implement a new - communication policy, the

government will be able to reduce the distance between government institutions and civil society and achieve full social harmony and mutual understanding [104, p.121]. Structural and functional analysis of the communication system in public administration in order to form a theoretical (ideal) model of effective communication should begin with the primary, grassroots level – the organization, institution of government. Considering its communication system (internal and external communications), we reach the middle level – vertical communicative relationships of government agencies in the industry and branch of government, and through their horizontal links we design a communication system of public authorities at regional and central levels. .

To build a theoretical model of effective communication in public administration and local government requires the adaptation of classical communication theories and modern scientific approaches to communication interactions in the subject area of public administration and administration, as a systemic entity with multilevel structure and content of information-motivational interactions between subjects of different hierarchical levels and different types of power aimed at transmitting information, exchanging information, encouraging activities in accordance with the content of the information message, producing information in the process of mutual exchange, forming individual and collective consciousness and relevant actions of public actors different authorities of the communicative environment. It is necessary to take into account the multilevel structure, which is due to the presence of subjects of different hierarchical levels and types of power. As a result, the model should reflect communication interactions at at least four levels, namely: public, as ensuring the implementation of public administration as one of the types of government, in the system and through the use of network society (media policy), unprogrammed communication networks; on public administration, as providing information services to public authorities and local governments; on the internal-administrative, as an internal component of the public-administrative process of providing a set of effective communications in the public authority and in the power vertical in general; at the external management as a process of providing a set of communications with citizens and civil society institutions [105].

Together, these four aspects form the content and subjectivity of the state's communication policy, which should ensure the creation of developed institutionalized communications between government and citizens, on a fundamentally new basis – equal partnership.

Depending on the basic methodological principles of a school of management, the corresponding system of communications is built. As a result of the analysis of the approaches "school of scientific management", "school of human relations", "school of social systems" it is possible to compare the principles of communication construction (Table 2).

Table 2

Comparison of principles of communication construction

Aspects of analysis	School of Scientific Management	School of human relations	School of social systems
Target	transfer of orders, regulations, standards, control and evaluation information	ensuring interactions, for the actions of staff in the decision-making process, ensuring self-realization and self-identification of individuals	ensuring interactions, for the actions of staff in the decision-making process, ensuring self-realization and self-identification of individuals
The predominant direction of communication flows	vertical, horizontal on leadership levels, management; elements horizontal communications (delegation powers and responsibility)	horizontal (in the group and between units)	vertical, horizontal in the organization; external communications
Importance of communications	relatively small, important vertical communications (from manager to subordinate: forward and reverse flows)	great importance of horizontal communications between individuals of the same level; vertical communications are important for conveying information about staffing needs	great importance because it is an integral part functioning of the system, due to the provision of relationships
Situations adequate to the application of the principles	standard tasks that need to be solved quickly and clearly	non-standard tasks that require a creative approach	tasks that need to be coordinated with rapid environmental change

Source: formed on the basis of [105, 106]

It is a well-known fact that the manager spends most of his working time on communications, and therefore management, that is, is the management of communications. So, in general, consider this process in government. The manager, in the apt words of P. Drucker, "directs and organizes people to perform tasks, but no more. His tool is written or spoken word or language of numbers. Whether the manager's work is related to technology, settlement operations or product sales, the manager's effectiveness depends on his ability to speak and write. He needs the art of bringing his thoughts to the minds of others. " L. Iacocca drew attention to another aspect of management, noting that "appointment as a leader is to encourage other people to work, if he does not know how to do it, he is not in his place" [106, p.112]. So, let's make the first generalization about building effective communications: the need for proper leaders at all levels of public administration.

In general, the communication model of the authority can be presented in the form of a set of information flows of policy, analytical, image and other data, passing through formal and informal vertical and horizontal channels of the organization from sender to recipient, integrate management activities (Table 3).

Table 3

Generalized model of government communications

Types of communication flows	The direction of flows		Content / form of information	Structures (subjects) of communicative interaction
Internal (formal, informal)	vertical	upward flows	directive (regulatory) analytical evaluation reporting agreement PR marketing	structural subdivisions of the organization, institutions of the power vertical
		low flows		
	horizontal	in departments		
		between departments		
External (formal, informal)	vertical	upward flows		structural units of the organization, institutions of various branches of government, civil society institutions
		low flows		
	horizontal	in departments		
		between departments		

Source: formed on the basis of [106, 107]

To ensure the effectiveness of formal communications management, an information network is needed that provides two-way communication with minimal distortion. It can be built on the principles of Charles Barnard, namely [107]:

- communication channels must be clearly defined and well known to all members of the organization;
- for each member of the organization should be defined its formal ties;
- communication lines should be as short and straight as possible;
- communication lines must be used in full;
- the competence of persons who are communication centers should be appropriate;
- interruption of communication lines is inadmissible;
- each message must be authentic.

It should also be borne in mind that even with perfect communication it is possible to distort information due to the parallel flow of information through informal channels (team perception, informal components of management style, norms of behavior, individual goals, values and norms, etc.). Due to these factors, the process of perception of information and real motivation for action, laid down in the communicative message. At the same time, individual perceptions and motivations for the actions of individual employees should be mutually consistent, in particular through the influence of the processes of control and reporting of the individual and the group on the actual actions and implementation of directives. Based on the control and informal information received through formal and informal channels, the sender adjusts his further directives and interactions, which take into account, in particular, the peculiarities of individual, group, organizational behavior in the perception and implementation of the communicative message. Thus, the information flow "bottom - up" of reporting and control, initiative and innovation and information on the perception, implementation of orders, evaluation of management and subordinates forms the content and mechanism of feedback. It should be noted that in comparison with the downward flows of instructions and orders, information flows of feedback are less intense due to: their deliberate limitation by management, in particular to prevent information overload and significant passivity of subordinates. Therefore, to ensure the effectiveness of communications requires the organization and

intensification of continuous feedback through its regulation. At the same time, it is necessary to minimize the distortion of feedback information, in particular reporting, when transmitting at the levels of the hierarchy, where each of them may lose some of its objectivity due to adjustments "in their favor".

In modern conditions, reducing the levels of hierarchy of power and the formation of horizontal structures is extremely important in ensuring the effectiveness of the communication system. Horizontal communications account for the bulk of the organization's internal communications.

The model of effective communication should ensure perfect management of formal communications and effective correlative influence on informal communications, both internal and external.

Management of formal communications takes into account: 1) construction (structure); 2) regulation (correction) of communication and information flows. The structure (structure) of formal communications is set by certain tasks and functions of the authority and its structural units and is formed together with the organizational structure. Therefore, regulations, fixing the rules and regulations of formal communications, are their basis. This regulation provides: a clear definition of the relationship, rights and responsibilities of horizontal and vertical governments; determination of duties, rights and responsibilities of structural subdivisions and specific officials of the management staff; formation in accordance with the regulatory framework of the management system (the number of levels and units, their relationships, subordination, the number of employees at each level and for each function, etc.); streamlining the means and methods of performing certain management tasks; determination of criteria for stimulating institutions, their structural subdivisions and individual employees.

Formal communications as regulated forms of interaction of subjects take place in a certain information space and require appropriate information support. Its analysis and design involves determining: the structural capacity of the governing body to fully ensure the implementation of the goals, objectives, functions of the institution, department, individual employee; existing shortcomings of the existing system; measures to improve it. The main key areas of information support of formal communications are: maximum

reduction of document flow, reducing the complexity of document processing and accelerating their passage in the management apparatus; search for reserves to reduce the complexity of processes through their rationalization and automation; determination of adequate methods of formation, processing and transmission of information.

The effectiveness of communication largely depends not only on the perfect management of formal communications, but also on the ability to ensure the complementarity of informal communications through effective corrective action on them as informal leaders and administrators (managers, officials).

Informal communications that arise between employees in the course of their professional activities are characterized by a certain degree: spontaneity, due to the peculiarities of the informal structure of the team; independence from the will of the administration; importance for the subjects; structuring into groups based on mutual sympathies, systems of individual values and social characteristics (social origin, status, income, marital status, etc.) led by an informal leader. It is on the basis of the definition of informal structures (through the analysis of informal communications) that it is possible to adequately correct the impact on employees in order to ensure the effectiveness of communications in the organization or management system.

There are several approaches to correcting informal communication by a leader. Thus, W. Bennis identifies four key skills of a leader to ensure his successful communicative interaction: attention management, meaning management; trust management; self management. In addition, management practice has developed a number of technological techniques (methods) to influence informal communications, among which are: internal marketing of the organization; use of forms of corporate self-organization (informal groups); use of informal information (rumors, distorted management commands and orders, organizational stereotypes, labels, negative assessments, etc.) in the interests of the organization and to strengthen the official structure; taking into account informal structures and taking measures to compensate for the shortcomings of the team in the distribution of tasks and organizational changes; creating conditions to meet the social needs of employees for interpersonal communication, creating a single team atmosphere in the workplace, promoting informal

groups that do not really harm the organization; transformation of productive informal structures, connections, communications into formal ones by enshrining them in corporate regulations and organizational structure of the institution; change of inefficient structural-functional interactions [108, p.157].

Management of external communications is an important component of the model of effective communication in the field of public administration, which is determined not only by the already mentioned internal factors, but also environmental factors as direct (corporate media structure of Ukraine, public administration, civil society institutions, legal framework and other stakeholders or groups of influence) and indirect action (international status, scientific and technological progress, political status, socio-economic and cultural development).

In this sense, the effectiveness of external communications will be ensured to the extent that effective and strategically sound interaction with stakeholders is established, which can contribute to: fairer and more sustainable development, giving those who have the right to be heard the opportunity to participate in decision-making; ensuring better risk and reputation management; pooling resources (knowledge, personnel, finance, technology) to solve problems and achieve goals that cannot be achieved by the organization itself; comprehensive assessment of the external environment for its development and identification of new strategic opportunities; receiving information from stakeholders on the improvement of corporate product (service) and corporate technological processes; informing, educating, influencing stakeholders and the business environment in order to improve decision-making processes and actions that have a positive impact on the organization (institution) and society; building mutual trust between the institution and its stakeholders.

As a result, the external environment of the power structure forms a set of social actors that are external factors of the organization and are directly related to its management activities. This subject covers the concept of "marketing environment", which, according to F. Kotler [109, p.275], is: a set of active actors and forces operating outside the organization, and affect the ability of management to establish and maintain targeted clients' relations of successful cooperation; consists of a microenvironment

(represented by forces directly related to the firm and its customer service capabilities) and a macroenvironment (represented by a broader plan that affects the microenvironment, such as demographic, economic, natural, technical, political and cultural factors); takes into account contact audiences (groups that show real or potential interest in the organization or affect its ability to achieve certain goals) – desirable, undesirable and necessary audiences (for example, the latter include the media). Given the content of the activities of the authorities and the corresponding features of the external environment, it is advisable to identify the following groups of external communications of the government:

- management communications – information flows vertically and horizontally;
- marketing communications – information interactions of the government with various public actors to ensure, in particular, the quality and customer orientation of public administration by creating a single complex that unites participants, channels and means of communication, and aimed at forming and motivating consumers (public services), to form and maintain mutual understanding between the subjects, to form a proper image of the institution, to focus the attention of desired audiences on the activities of the authority, to inform about available services, to form a positive attitude of public actors, etc .;
- communications of public relations – information interactions of the authority with various public actors to "establish two-way communication to clarify common ideas or common interests and achieve mutual understanding based on truth, knowledge and comprehensive information."

S. Black gives a more specific definition: "PR – one of the functions of management, which contributes to the formation and maintenance of communication, mutual understanding, commitment and cooperation between the organization and its public. They include solutions to various problems: provide the organization's management with information on public opinion and help it develop appropriate measures; ensure the activities of management in the interests of society; maintain it in a state of readiness for various changes by anticipating trends; use research and open communication as the main means of activity "[110, p.298].

As we can see, PR concerns various public spheres, including public opinion and production, financial, market relations, community life and public administration, international relations and the media, which they “can make a significant contribution to management practice in the broadest sense of the word. areas: counseling based on the laws of human behavior; identifying possible trends and predicting their consequences; study of public opinion, attitudes and expectations from the public and recommend the necessary measures for the formation of opinions to meet expectations; establishing two-way communication based on truth and full awareness; prevention of conflicts and misunderstandings; promoting mutual respect and social justice; harmonization of personal and public interests; promoting the formation of friendly relations with staff and customers; improving industrial relations; attracting skilled workers and reducing staff turnover ”it becomes clear the importance and significance of the appropriate level of PR in the field of public administration, and hence PR-communications of public authorities and local governments. Therefore, PR should be part of an effective model of communication in the system of public administration - as a set of applied technologies and procedures, methods and techniques, means and tools of information interaction of all structures of government or the system of government with the external environment. establishment of subject-subject interactions.

The above contributes to the implementation of the main tasks in the administrative reform of Ukraine, in particular the reform of public administration and local self-government and a radical change in the relationship of central, regional and local authorities with citizens.

The essence of changing the way of relations – in the transition from administrative to management based on the principles of mutually beneficial cooperation; legal and financial mechanisms, etc. In this aspect and in the subject area of our study, the development of government should focus on the following criteria:

- formation of subject-subject relations between the government and citizens, communities and civil society institutions;
- respect, formation of friendly relations between the government and the public, understanding of its expectations and coordination of efforts to implement them;

- control over the authorities "from below" – by civil society. Other important structural and functional components of the model of effective communication in the field of public administration are:

- creation of a productive working environment in public authorities and local self-government through the formation of working groups; creating a creative atmosphere and forming flexibility in teamwork; creation of open communication channels to ensure the free flow of information within and between organizations; improving the quality of working life and reconciling the interests of the organization with the interests of its employees;

- communicative competencies of managers on: setting goals (ability to set clear goals, focus on the main, specify ways and measures to achieve goals, ability to mobilize resources and efforts in achieving goals, align goals with the ongoing development of the organization and its members); ability to coordinate the goals of the organization and the goals of employees by means of personnel selection, creating the most favorable conditions for the development of its potential, the optimal combination of techniques of actualization and manipulation, delegation of authority and motivation of staff; possession of an arsenal of management styles, decision-making, business communication skills.

Generalization of the outlined aspects of the subjectivity of communications in the system of public administration makes it possible to form a theoretical model of effective communication, which systematically coordinates the complexes of communication horizontal – vertical, internal – external, formal – informal interactions of public space (presidential, legislative, executive, judicial central, regional and local levels, local governments, civil society institutions, environmental factors) at the public, public administration, internal management, external management communication levels in the processes of transmission, exchange and production of information, information motivation for action and formation consciousness (Fig. 9)

Levels authorities	Factors influencing the environment						
	Power						
	Legislative		Executive		Judiciary		
Central	Communication space			- transfer of information - information exchange - motivation to action - production of information - formation of consciousness			social
Regional							public administrative
Local							administrative
							External management
	Public	Religious	Charitable	press	Trade	Employers' organization	other organization
	Factors influencing the environment						

Fig. 9. General model of effective communication in the field of public administration

Developed by the authors

This model can be used both in the analysis of the current state of communications in the system of public administration, and in the study of individual communication problems.

Summarizing the above, it should be noted that the proposed theoretical model of effective communication can be used to analyze the existing system of communications in public administration and administration in order to develop proposals and recommendations for improving both communication policy and communication interactions in government and their communications. ties with civil society institutions. The formation of effective communications in the field of public administration and administration is inextricably linked with: the formation of subject-subject relations between government and citizens, communities and civil society institutions; formation of friendly relations between the government and the public, understanding of its expectations and coordination of efforts to implement them; the development of control over the authorities by civil society.