

THE PROBLEMS AND POSSIBILITIES OF INFORMATION TECHNOLOGIES INTRODUCTION IN PUBLIC ADMINISTRATION

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In the period of intensive development of the information society, information as a resource has a crucial role in management technologies and processes. Building an information society today is one of the priority tasks of Ukraine, which is declared in many state regulations, concepts, programs and development strategies, articulated at numerous scientific and professional events. In the development of the information society, information technology is the main driving force that will contribute to the further development of the country. But, today, unfortunately, we see a trend when information and communication technologies are increasingly developing in the private sector, while public authorities, in particular at the regional and local levels, use a bureaucratic form of government.

The aim is to identify existing problems in the implementation of information technology in public administration and provide proposals for the prospects of optimization of information technology at the state level.

The study identifies the main problems that arise in free access to information, identifies the main components of the efficiency of public administration, identifies problems that arise in the implementation of information technology, describes the main components of the information space, indicates the consequences of development and dissemination of information technology, established relationship public administration and information society, the functions of information technology in public administration, examples of the use of information technology in Ukraine, indicators of the level of information technology implementation, key shortcomings of information technology in public administration, analysis of the use of information technology by foreign countries, the role of the state in information technologies, proposals on optimization of information technologies in public administration are given, the place of e-government in public administration is defined lazy.

With the development of modern information and communication technologies and their application in all spheres of life, as well as with increasing quantity and quality of information, the processing of which is impossible without the proper introduction of information technology, the question of forming a state policy for information society. The formation of the information society has forced to reconsider the priorities of state information policy leading countries, develop and

implement government programs aimed at promoting the formation and development of the information society or its individual components: the use of the Internet and electronic services.

The state policy of information society development should be formed on the principles of a democratic state with market relations, and first of all to observe the international and constitutional right of every citizen to freely seek, receive, transmit, create and disseminate information in any lawful manner. Rethinking and developing new mechanisms for regulating relations between citizens, their associations and the state is one of the conditions for the country's transition to the information society.

The development of the information society inevitably leads to the transformation of the public administration system. Large-scale development and implementation of information technology at all levels of management and communication, the spread of independent information and communication technologies determines the need to change the management mechanism. This is due not only to the need for the state to provide basic political, economic, social, technical, technological prerequisites for the formation and application of e-democracy, but also the full transition to e-government. In the new conditions, the system of public administration must be fully adapted to the needs and requirements of the information society, in which information and knowledge, free access and opportunities for their exchange are the main drivers of social and economic transformation.

In today's world, information is a strategic national resource, one of the main wealth of the state, which plays an increasing role in public administration. In Ukraine, the state information policy is implemented - a set of main directions and methods of state activity for the receipt, use, dissemination and storage of information.

An important factor in the use of information and communication technologies by managers is the development of civil society, which includes mutual understanding and trust, taking into account the interests of each and the pursuit of common constructive goals, development of communication channels between citizens and the state. A wide range of opportunities for the use of information technology allows to some extent to improve the quality of public authorities. Consequently, to improve the quality of life of society.

The use of information technology in public administration provides an impetus to increase the efficiency of public administration mechanisms based on the creation of a common information technology infrastructure, including public information systems and resources, as well as tools to ensure their functioning, interaction, population and organizations, public services [1].

At the same time, in all processes of formation and development of the information society the process of state management of these processes acquires extreme urgency. The formation of the information society leads to a change in the goals, priorities and values of social development and the entire structure of the national economy. The main emphasis is shifted to the development and effective use of human potential, defining its value system and effective motivation structure. The transitional stage of development of modern Ukrainian society necessitates a change in the system of public sector management and in professionals with a high level of competence in the field of management of public organizations. Adherence to the imperative of human values is important not only for the organization of effective work of public authorities and the establishment of interaction between public authorities and the public, but also for the importance of receiving feedback.

Politics and information are interdependent phenomena that influence each other in the process of public administration. Indeed, the quality of information and its availability, modern information technologies that radically increase the volume and speed of information dissemination, cause profound changes in the policy of a particular state, have a significant impact on the nature and systems of power. , respond to recurring circumstances) [2].

Public administration is based on information - information is used to make management decisions, and as a result of decisions, new information is formed. This process is continuous, large-scale, deployed "vertically" and "horizontally" of management structures, and therefore requires systematization, application of automation and the creation, ultimately, of information technology [3].

In modern conditions, with a significant increase in the amount of information, there is an acute problem in optimizing the information support of the executive branch. According to I. Lopushinsky's observations [4], the needs of operative receipt, analysis, processing of large arrays of information, collective work on preparation of documentation, rendering of administrative services to the population, stimulate civil servants to apply in their activity complex automation of office processes.

Ukraine's path to the information society is a path through the stabilization of property relations in the information sphere, through the formation of regulatory mechanisms that protect investors, producers and consumers of information products and services. In our opinion, the concept of the state information policy in the conditions of the transition period to the new system of property relations should take into account the special role and responsibility of the state. It should take into account the advantages of Ukraine:

- advantageous geographical location between trade and information and communication flows West-East;

- high professional level of personnel employed in the information sphere [5].

As weaknesses, it is necessary to note a large share of the equipment which is already obsolete, in the fixed assets of the enterprises and the organizations connected with information service; uneven distribution of information potential and research centers throughout the country; the destruction of scientific schools and the difficult financial situation of science; lack of a full cycle of production of basic information technology (computers and telecommunications equipment).

Thus, at the same time, political structures influence the information processes in the state, the degree of their openness, delivery processes, and the nature of transmission to the consumer. The most well-known and simple form of power control over information processes is censorship, when the state, with the help of specially appointed and responsible officials, "manages" the content of printed and other information materials.

An effective means of regulating the relationship between government and information is the law, which restrains the arbitrariness of both parties, which provides for the existence of mutual incentives and restrictions. Practice shows that the legal way of regulating this kind of relationship is the most effective and acceptable for most members of society. It is less prone to distortion during operation, its elements are well known and exclude arbitrary installations [6].

In addition, the adoption of the legal norms themselves is usually in the form of open discussion. Therefore, the primary attention of state authorities, political associations and the scientific community should be focused on solving the problem of developing the conceptual foundations of state information policy and the formation of information legislation of Ukraine, taking into account the main features of the current stage of Ukrainian statehood.

Mainly, the efficiency of the public administration system can be characterized by three components:

- the effectiveness of interaction with citizens and businesses;
- the efficiency of the internal work of each institution separately;
- the effectiveness of interaction between authorities.

Information technology is not a panacea, but with its help, it is possible to significantly increase the efficiency of all these three links [7].

The introduction of information technology, as practice shows, leads to the optimization of organizational procedures, making them simpler and more logical. The results expected from the introduction of information technology can be divided into two classes - strategic and tactical.

Tactical results are mainly related to cost reduction. They are quite easy to identify and measure. The benefits in monetary terms can be calculated by calculating how many physical filing cabinets can be taken, how much space can be freed up,

how much staff can be reduced (or at least avoided), and how much time organizations and citizens will interact with. authorities, etc.

The expected strategic results are an improvement in the quality of management decisions, increasing public confidence in government, a significant reduction in direct and indirect public spending on the maintenance of government [8].

Based on the current legislation, namely: the Law of Ukraine "On Information" [9], the Law of Ukraine "On the procedure for covering the activities of public authorities and local governments" [10], it is appropriate to state that the management of public authorities is information activities, after all, all decisions are made on the basis of functioning documentary and information resources. And in modern conditions, a feature of management is the use of the latest information technology to support decision-making in order to ensure the effective functioning of the system.

In addition, according to the Law of Ukraine "On the National Informatization Program" information technology is a purposeful organized set of information processes using computer technology that provide high speed data processing, fast information retrieval, data dissemination, access to information sources regardless of their location location [11].

This causes problems related to:

- 1) the adequacy of the information resource of the state and the needs of society;
- 2) the efficiency of the use of this resource by the state power in the process of its functioning. These issues are becoming more acute today and are related to solving the problem of openness, publicity or publicity of state power [12].

The formation and development of a single information space of Ukraine involves, first of all, ensuring prompt access to available information resources and work on their involvement in a single information space. Information resources, which are newly formed and joined to the single information space, should be legally available to public authorities, business entities and citizens. The current information management systems of public authorities (central and local), departmental and interdepartmental territorially distributed systems and networks of information collection, processing and distribution can serve as a basis for the introduction of new information technologies.

They should provide the basis for the formation of a single information space of Ukraine and guarantee the combination of new means of information technology with traditional means of dissemination and access to it: print and electronic media, magazines and books, libraries and archives, mail, telegraph and more. In conditions when most regions of Ukraine are insufficiently equipped with modern means of informatization, it is expedient to organize a system of depositories of state information resources, for example, libraries of various types) [13].

The current state of Ukraine's information space hinders its equal entry into the world information society. The work on the development of the information space in the leading countries of the world was and is being carried out on the initiative and under the patronage of senior government officials.

The problem of "openness of power" is one of the determining factors in the state of relations between the state and society, the formation of a mechanism of interaction between them and the influence of the public on the decision-making process. Thus, solving the problem of "openness of power" is one of the key tasks in the direction of further establishment in Ukraine of democratic principles of the state and the establishment of an effective mechanism for the development of the information society [14].

The single information space is a set of databases and data banks, technologies for their maintenance and use, information and telecommunications systems and networks that operate on the basis of common principles and rules, ensuring information interaction of organizations and citizens, as well as meeting their information needs. In other words, the single information space consists of the following main components:

- information resources (IP) - databases and data banks, all types of archives, depository systems of state IP, libraries, museum repositories, etc .;
- information and telecommunication infrastructure;
- territorially distributed state and corporate computer networks, telecommunication networks and systems of special purpose and general use, networks and data transmission channels, means of switching and management of information flows;
- information, computer and telecommunication technologies - basic, applied and providing systems, means of their realization;
- research and production potential in the fields of communications, telecommunications, computer science, computer technology, dissemination and access to information;
- organizational structures, in particular personnel, ensuring the functioning and development of the national information infrastructure;
- market of information technologies, means of communication, informatization and telecommunications, information products and services;
- system of interaction of information space of Ukraine with world open networks;
- information security (security) system;
- mass media system;
- system of information legislation [15].

It should be noted that the means of information interaction of citizens and organizations that provide them with access to information resources are based on appropriate information technologies, such as software and hardware and organizational and regulatory documents. Thus, the information and telecommunication infrastructure is formed by organizational structures and means of information interaction. A characteristic feature of the process of forming a single information space of Ukraine is not only the creation of technologies and technological structure of informatization to ensure the interaction of information producers and consumers, distribution of knowledge accumulated in information data banks, but also taking into account social, economic and political aspects of its formation and integration. world information space.

The introduction of information technology in the activities of public authorities is carried out at an intensive pace. In a number of state bodies the bases of information-technological infrastructure are created, organizational-methodical and personnel maintenance of effective use of information technologies is formed. The purpose of the information system is to provide its users with data that ensure sound and effective decisions by relevant public authorities and management within its competence, as well as the preparation of decisions of higher authorities in compliance with the requirements and principles of world and domestic experience of informatization [16].

Information technology completely overturns the classical theories of management of the industrial age, the basic institutions of which (property, value and market self-organization) are growing.

Among the undeniable advantages and opportunities of the consequences of the development and dissemination of information technology are:

- deepening the gap between developed and developing countries, as well as the emergence of a new gap between post-industrial countries and countries with traditional industrial economies;

- allocation in all countries of the world of groups of people connected with information technologies, and their separation in the autonomous "information community";

- the flow of intellectual resources to the most developed countries with a gradual concentration of information and communication potential in corporations and post-industrial countries;

- slowdown and / or cessation of scientific and technological progress in uninformatized societies with increasing financial difficulties and social degradation outside the countries with information economies [17].

The content of the information society – increased attention to the knowledge that society has and the potential for their development. The content of management

in the public sector is the search for the best ways to use all resources, including intellectual, to achieve the priority goals of the state (Fig. 1).

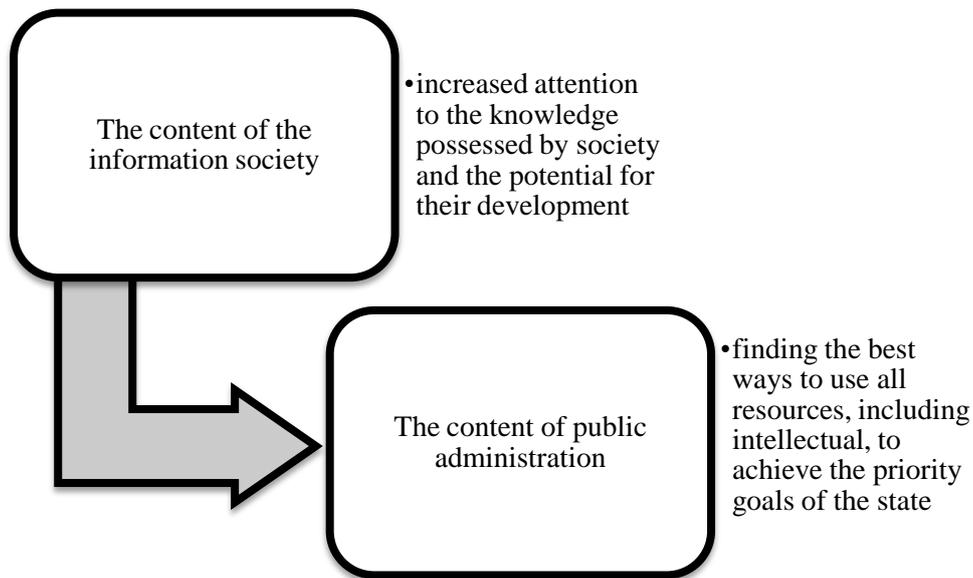


Fig. 1. The relationship between public administration and the information society

Source: generated by the author based on [18-19]

Public administration bodies perform a number of functions, some elements of which have a recurring permanent nature, which requires the process of their automation. Such automation can be both local (preparation of documents, their publication) and general (formation of appropriate databases and their public access). The general nature of automation requires the creation of an appropriate infrastructure. This process is complicated by going beyond one organization and interacting with other elements of public administration. The larger the number of connections, the more complex the information structure. However, such a structure, in contrast to the local one, makes it possible not only to facilitate certain stages of work, but also influences the management decision-making process.

Accordingly, the role of managers in the public sector is to "encourage employees, as well as members of the general public and individual organizations, to work together to achieve results that they may have little direct impact on, given the decentralization of power" [20].

Functions of information technologies in public administration:

- 1) expanding and simplifying access to information and knowledge;
- 2) acceleration, and, accordingly, simplification and reduction in price of any economic, legal and other operations;
- 3) promotion of innovation processes, development of intellectual economy in the state;

4) promoting cooperation and communication between elements of infrastructure, public sectors, development of civil society. The use of information technology is the basis of sustainable development in the areas of public administration, economic activity, education and training, health care, employment, environment, agriculture and science.

An important role in improving the efficiency of information technology is played by the target program, the implementation of which allows to form the necessary prerequisites for the introduction of information technology at a qualitatively new level. It is advisable to consider examples of the use of information technology in Ukraine (Fig. 2).

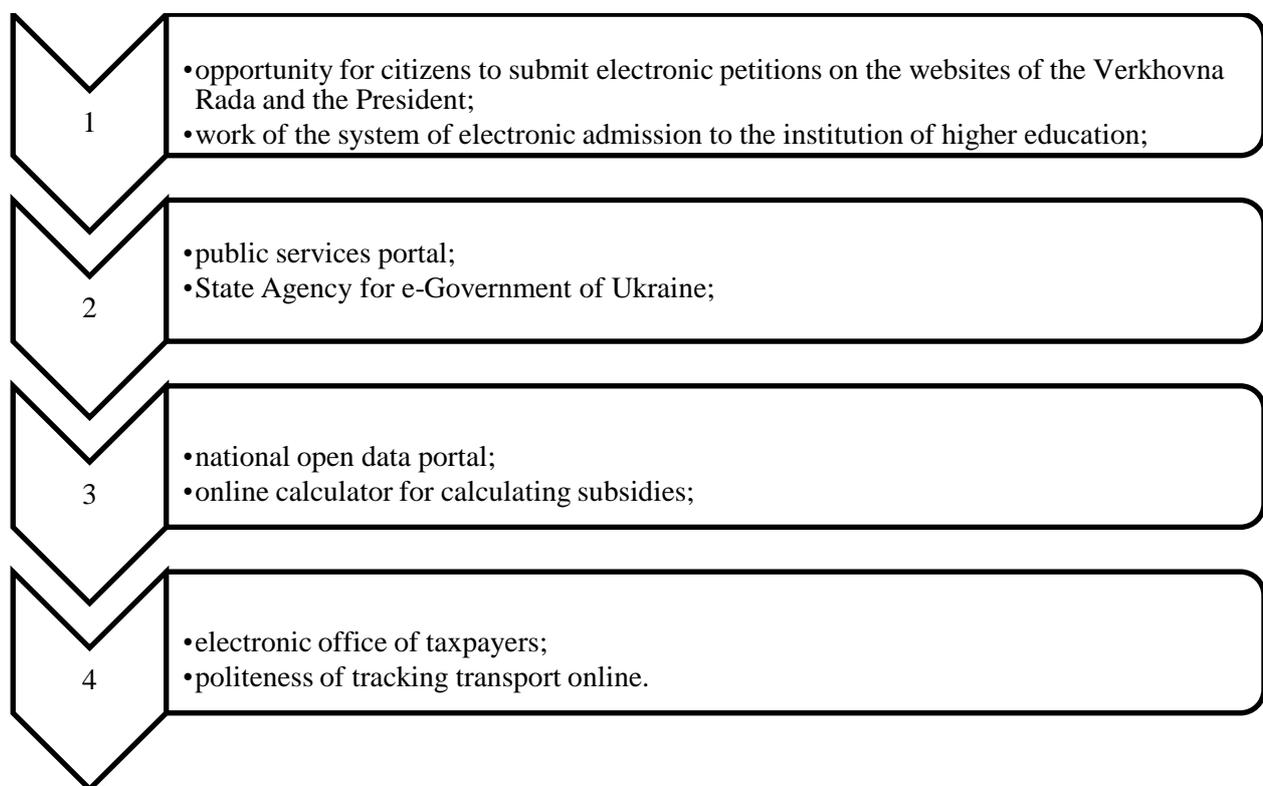


Fig. 2. Examples of the use of information technology in Ukraine

Source: compiled by the author based on [21-23]

However, the widespread use of information technology in public administration can increase the efficiency of: interagency cooperation; provision of public services to the population and organizations; personal and collective work of employees of federal public authorities.

Determining the priorities in the use of information technology in the activities of federal public authorities is based on the assessment of the possibility of obtaining a significant socio-economic result and the amount of relevant resources. Priorities in the use of information technology in the field of public administration are specified

on a regular basis in accordance with the current objectives of socio (economic development) [24].

Recently, Ukraine is making the transition to the informatization of society, which is characterized by the growing role of information in social processes, the speed of its processing, the penetration of computers and modern information technologies based on it in all spheres of public life. The general trend of introducing informatization of public administration at the present stage is to create multilevel information systems in public authorities and their integration into the national system, creating a single information space for all branches of government at the state, regional, district levels (Table 1).

Table 1. Indicators of the level of information technology implementation

Levels	Implementation indicators
at the state level	use of automated document management systems by 34% of employees; 46% of central bodies have web pages and 19% of them provide electronic services; implementation of automatic interdepartmental document flow of 10% of central bodies.
at the regional level	use of automated document management systems in 36% of regional state administrations; availability of web pages in 25% of regional state administrations and provision of services in electronic form by 30% of them; implementation of automatic interdepartmental document flow of 1% of all local executive bodies; 46% of local governments have introduced a system of internal electronic document management; electronic archives of input and output documentation are created in a third (32%) of city councils; 38% of city councils carry out in-service training on e-government.

Source: compiled by the author based on [25-28]

Given the above, it can be argued that the effectiveness of the public administration system can be characterized by three components: the effectiveness of interaction with citizens and businesses; efficiency of internal work of each institution separately; the effectiveness of interaction between authorities.

The key shortcomings of information technology in public administration include:

- lack of a functional harmonious legal framework for regulating legal norms in the field of informatization;
- lack of constructive dialogue with the public, to get feedback;
- low level of legal and political culture of citizens, public awareness of the activities of public authorities;
- the problem of creating a single system of information support. Therefore, only with the active solution of these problems it is possible to fully apply all the latest technologies of today [29].

The introduction of information technology, as practice shows, leads to the optimization of organizational procedures, making them simpler and more logical. Despite the significant achievements of domestic science in the field of research and implementation of information technology in public administration, there are also certain shortcomings, which include: weak protection from a new class of social crimes based on the use of modern information technology (electronic money fraud, computer hooliganism, etc.); the ability to exercise electronic control over the lives, moods, plans of citizens, political organizations; the possibility of using new information technologies for political purposes; use as an information weapon to influence the psyche and consciousness of people [30].

In most developed countries, information technology is the main means of modernizing government activities to improve management, availability of information on the activities of state and municipal authorities. Ukraine has all the prerequisites for the formation of information infrastructure and widespread use of information and communication technologies in all areas. These conditions can be systematized into political, regulatory, organizational, technical, technological, financial.

Therefore, to improve the level of information technology in Ukraine, it is advisable to pay attention to the use of information technology by foreign countries (Table 2).

Table 2. Use of information technologies by foreign countries

Country	Application of information technologies
Estonia	Functioning of the Internet portal "Today I decide", which allows citizens of the republic to take part in governing the state.
USA	Publication of official documents on government Web-sites, electronic payment of taxes, provision of statistical information on the work of government agencies to the population; IT is used in medicine and healthcare.
England	Registration of companies, carried out via the Internet, requires filling out only one form; four levels of "electronic" interaction are used.
Finland	Providing public services to citizens via mobile communications.
Singapore	The Supreme Court of Singapore sends SMS to citizens to remind them of the date of the hearing. Ability to file an electronic lawsuit by citizens.
Bulgaria	The new ICT system combines the passport department with the Ministry of the Interior, the police and the criminal justice system. This allows citizens to obtain a passport within 5-10 minutes.
Germany	Opportunity for citizens to fill out a tax return, renew a driver's license or passport via the Internet. The program also envisages equipping 181 branches of the National Employment Service with free Internet access points for the unemployed and facilitating their employment.

Source: compiled by the author based on [31-37]

As the experience of economically developed countries shows, the greatest success on the way to the information society is achieved by countries in which the state forms and actively implements appropriate targeted policies. The role of the state appears in creating conditions for the development of this process, which include:

- maximum involvement of resources in information production;
- normative-legal and normative-technical regulation;
- support for projects and programs that demonstrate the capabilities of the information society;
- development of international information exchange and cooperation.

Thus, the use of information technology in the leading countries of the world is based primarily on the principle of openness of government agencies. Therefore, for Ukraine, it is advisable to increase the efficiency of civil servants, increase the level of involvement of citizens in public administration, create a transparent system of government, as well as significantly reduce the amount of public expenditure on the functioning of the state apparatus.

The idea of the information society has a great integrating potential for the entire Ukrainian information infrastructure and information production. It includes the transition from simple signal delivery to the delivery of information content over computer networks, the transition from information stored on electronic media to information available on networks. It also allows a systematic approach to solving the whole complex of problems of information production - economic, technological, political, and so on [38].

Implementing the policy of openness and transparency of government, it is possible to optimize information technology in public administration by:

- 1) formation of a clearly regulated legal framework, which would contain a hierarchical unity of laws and bylaws and which would not contradict each other;
- 2) destruction of stereotypes about the historical secrecy of power, the cult of secrecy, lack of awareness of building a constructive dialogue with the public;
- 3) awareness of the need for transparency and openness of government not only by representatives of the civil service, but also by society as a whole; raising the legal and political culture of citizens;
- 4) constant informing of the population about its rights regarding access to information of state authorities and local self-government bodies;
- 5) application of a set of specific and effective measures to increase the technological security of information openness (creation of a single system of information and analytical support of public authorities and local governments) [39].

An important element to pay attention to is the development of electronic interaction between public authorities at the central, regional and local levels and the

creation of an integrated, user-oriented system of public information services based on the information and telecommunications system of government agencies. It is necessary to ensure direct access of citizens and civil servants to state information, services through information networks, to improve the availability of state registers, cadastres and static databases, to use electronic communications for conducting tenders in public procurement.

E-Government is a model of public administration based on the use of modern information and communication technologies to increase the efficiency and transparency of government, as well as to establish public control over it. It is one of the basic components of e-government [40].

Instead of e-government, it is more appropriate to talk about the state network information infrastructure as an information and communication system that ensures optimal, from the point of view of society, the functioning of all branches and levels of government. Currently, there is a concept of e-government development in Ukraine, which created a single web portal of administrative services, which aimed to improve the efficiency of public administration by simplifying administrative procedures, improving the quality of administrative services and reducing corruption and shadowing the economy.

However, this portal does not yet fulfill the transparency of administrative functions and the expected results of the concept. Accordingly, on the path to establishing a productive true democracy in Ukraine, the issue of transparency and non-corruption of the government remains important. The key tool in resolving this issue is the Internet - a modern channel of communication between citizens and government officials at the highest, regional and local levels. The ability to communicate online, in real time, to make applications, appeals or proposals, to get acquainted with the activities of government officials on official websites - allows you to get accelerated feedback [41].

That is, citizens can apply to the authority through an e-mail box or "e-reception" and receive an immediate response in the near future. Internet resources, in particular the own websites of public authorities or local governments, are a very important mechanism that should be a priority in the work of public authorities.

Therefore, the benefits of the use of information technology by public authorities are particularly significant when it is necessary to consult with all levels of society.

Public consultations are held in order to involve citizens in the management of public affairs, to provide them with free access to information on the activities of executive bodies, as well as to ensure publicity, openness and transparency in the activities of these bodies.

Public consultations should also help to establish a systematic dialogue between the executive and the public, improve the quality of preparation and decision-making on important issues of state and public life, taking into account public opinion, creating conditions for citizen participation in drafting such decisions [42].

An important stage of informatization is the transition from paper to electronic document management. The development of the legal framework shows that the issue of automation of document management systems is relevant and is gaining national importance.

The information support system provides information support to bodies in all areas of official activity, providing multi-purpose, statistical, analytical and reference information. Management information support - a set of organizational, legal, technical, technological measures, tools and methods that provide in the management and operation of the system information links of its elements through the optimal organization of information arrays of databases and knowledge [43].

The main condition for the creation of effective mechanisms of interaction between public administration and society is the informatization of all processes that take place in the daily activities of public authorities. One of the areas of implementation of this task is the introduction of electronic document management in public administration.

Management activities and document flow in public authorities are an element of a complex organizational structure that interacts with other management processes and is aimed at achieving global goals of information and analytical activities of public authorities.

The most important task in this area is to ensure the availability of computer information through computer networks, the creation of public sites and connection to the network of open public information resources. The implementation of these systems will integrate information resources of the state, increase the sustainability of state information systems, form a system of information support for public authorities in decision-making in the field of economic management and security of the individual, society and state. Public administration should be based on modern technologies and management methods, so the role of promising information and analytical technologies in improving the work of managers is very significant.

The situation with the introduction of information technology in public administration in Ukraine is characterized by a number of problems related to the low level of funding for e-government projects by the state, low level of knowledge in the use of information and communication technologies and their capabilities by senior citizens; habit of paper media; disinterest of public administration and administration in the transparency of their activities, corrupt interests. Principles of e-government Unity and typicality of standards and technologies transparency and openness of

government control and accountability of authorities to citizens and society consumer orientation Information and information environment security To overcome these problems it is necessary not only to encourage the use of new information and communication technologies in public administration, but to change the whole system.

In addition, the use of the latest information technologies in the field of public administration allows to reach a new stage of development and simplifies the mechanism of record keeping. Undoubtedly, the development of informatization has become a world leading trend in various spheres of society in general, and in public authorities in particular. After all, in modern conditions, when e-government is being actively introduced, electronic documentation systems are being developed, new modernized information technologies are appearing, we can now say that modern public administration is an ever-increasing level of complexity of the information structure. It is a kind of catalyst for the development of new business contacts between the state structure and the public.

The development and implementation of information technology in public administration should be comprehensive, ie take into account and coordinate information, organizational, legal, socio-psychological, personnel, educational, technical and other components. Analysis of the process of formation of the e-government system in Ukraine shows some of its fragmentation, duplication of services and inconsistencies of regulations. It should also be borne in mind that e-government is not a simple application of information technology in the processes of existing administration and management, but involves changing the philosophy of public administration, development and implementation of a fundamentally new legal framework, adapted to relevant international documents and the use of information technologies.

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