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## METHODOLOGICAL APPROACHES TO THE CONSTRUCTION OF THE CONVENTIONAL COMMUNICATIVE STRATEGY AT THE PUBLIC ADMINISTRATION FUNCTIONS' REALIZATION

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### Summary

Topical problems of public administration concerning application of the conventional communicative strategy (CCS) in the context of public administration functions' realization are investigated in the article. The main methodological components of the CCS are defined. The place and role of the theory of communication when constructing the CCS are emphasized. There are demonstrated the summarized results of the research of the essence of the strategy understanding and the CCS, in particular. There are shown the results of the author's research on the CCS realization at the regional level when solving the social-economic development of the country problems. There is characterized foreign experience of the CCS application in public administration, and also methodology of the CCS working out. There is proposed a strategic plan of the CCS realization of the national (regional) projects between different states.

**Key words:** public administration, conventional communicative strategy, public administration functions, methodological approaches.

### Аннотация

В статье рассмотрены актуальные вопросы государственного управления, которые касаются использования конвенциональной коммуникативной стратегии (ККС) при реализации функций государства. Определены основные методологические составляющие ККС. Сделаны акценты на месте и роли теории коммуникаций при построении ККС. Продемонстрированы обобщенные результаты исследования сущности понимания стратегии и ККС в частности. Показаны результаты авторского исследования по осуществлению ККС на уровне региона при решении проблем социально-экономического развития страны. Охарактеризован зарубежный опыт использования ККС в государственном управлении, а также разработки методологии ККС. Предложен стратегический план ККС реализации государственных/региональных/межгосударственных проектов.

**Ключевые слова:** государственное управление, конвенциональная коммуникативная стратегия, функции государственного управления, методологические подходы.

**The problem statement.** The science of public administration pays inadequately small attention to the problems of methodology of formation and communications construction. There is not enlightened the role of communication and communicative institutes as elements of the industrial general-communication system, which are a formally defined unity of organizational and technological systems, and which carry definite socially defined intentions. Also, communication and communicative institutes are not studied as unities of definite social phenomena of the public communication, which is conditioned by technocratic demands and influences

the public administration functions' realization. There are no researches concerning communicative strategies in the aspect of consensus attaining on the strategic questions of public administration, which are the value of a public society and also a component of the institutionalized state procedures. Consequently, the emphasis is moved from the sphere of public policy to the sphere of concrete legal and executive solutions, public programs.

There are also absent the researches of the CCS itself, to say nothing of its methodological grounds. The conventional communicative strategy should be used in all the public administration functions, as all the



questions bearing conflict character firstly appear in the public sphere, then they are widely spread, they are discussed, analyzed, reported on, are made recommendations about, and, hence – from the sphere of public policy they are transferred to the sphere of concrete legal and executive solutions, public programs.

#### **Topicality of the research theme.**

The conventional communicative strategy (CCS) applying in the public administration is neither new nor badly studied strategy as for foreign states. The CCS carries definite methodological peculiarities and variations in different states: Great Britain, Germany, Australia, USA, Spain, Holland, Finland, New Zealand [1–5].

The conventional communicative strategy will weaken resistance to the changes through the process of talks and agreements, will allow ensuring the stable process of the public administration functions' realization during the following periods: support of the structural policy of the state/region development; achievement of long-lasting goals; the country's resources management; planning and realization of the country's policy; working out and fulfillment of large-scale public decisions; achievement of global objectives; gaining strategic advantage; placement of the country's productive forces; depicting the community's interests; implementation of the global development ideas; rational resources usage, etc.

**The research state.** It has been summarized that, there are emphasized several understandings of the conventional communicative strategy essence in foreign investigations [6–8], which refer to the following concepts:

– Public policy turns out connected not simply with the lobbying of their interests by some social groups, but also with the production of the communications system, where the social task is the conventional communicative strategy.

– Constant communicative connection between the authority and the public serves as proof of an effective administration. In conditions of democracy, informative and transparent communication is of great importance for the support of productive and

strong relations between the executive, legislative, judicial powers and the voters.

– Leaders of the state and the public are mega-communicative; the importance of the public dialogue grows; the connection is targeted and directed; common communicational barriers disappear; new partners and new cooperation forms are necessary; strategy is constructed and realized.

– Making links between new thinking in practice and realization in the public administration sphere and civil society averts conflicts.

– There should be used those technologies which are directed to the situation management through interaction and behavior correlation of people.

The author has conducted research (using the content-analysis method) of the definition of the “strategy” category, which is taken as the basis of administrative activities [9, 10]. Application of strategies in public administration from the positions of the public administration functions has been classified. Thus, the strategy as “plan” is viewed in the context of the public administration functions' development. Strategy as action is explained as mutual agreement of the public administration functions. Strategy as means is explained in the context of the public administration functions' provision. Strategy as system is viewed in the context of management of the public administration functions. Strategy as objective is explained from the position of public administration functions' achievements. Strategy as model is described in the context of the future state of the public administration functions. It has been proved that, when using explanations of the strategy in public administration, there dominate the definitions characteristic of management, political science, psychology and economics.

Definition of the “strategy” category is divided according to its application spheres. It has been shown that the following spheres dominate: organization management, personnel management, human resources management.

There are no investigations concerning the CCS and its role in

the public administration functions' realization.

**The aim and task of the article** are to describe the results of the author's own research; stress the attention on the main methodological components of constructing of the conventional communicative strategy in the context of public administration functions' realization.

**Description of the main research material.** According to the author's point of view, it is most expedient to introduce the conventional communicative strategy at the regional level while working out the plan of its social-economic development. As basic, the author has taken methodological approaches, worked out in foreign countries and which are grounded on the understanding of strategic communications and communicative plans, which compose the general methodology; intentional plan (communicative project); actual plan or performance (practical realization of the communicative project in lively activities, which are characterized with sign-symbolic features); virtual plan (mental mechanisms of transmission and reception of meaningful communication units, including value orientations, identification means, interpretations repertoire and other mental operations); contextual plan (enlargement of the meaningful sphere on the grounds of socio-cultural, historical and other contexts); psychological layer of the discourse, which penetrates into all other of its layers and serves as their emotionally charged component; the “residue” plan (fixing all the above enumerated plans as precedential texts, images and symbols).

Besides, understanding of communications as social impact is taken as the basis (see Table 1).

A special place is given to the stage of misunderstanding in the process of behavior regulation with the help of communication:

– Degree of correspondence of a definite human action to other people's actions (individual deviations) – the less a human action corresponds to the majority of people's actions in the same situation, to the more degree it is conditioned with personal factors and the more misunderstanding it causes;



Table 1.

Communication as a form of social impact		
other people	other individuals	represented in interpersonal relations
	groups	represented in inner group and intergroup relations of an individual
	collective interaction	represented as those which are situations changed either by critical situations, which cannot be identified with inner group or intergroup relations in more stable periods
products of culture	material culture	products of human labor
	immaterial culture	language system, social organization, religion, arts forms, musical forms, norms, rules, human and environmental concepts, etc.

– Degree of correspondence of a definite action to that of a person in other situations (stability concerning situations) – the more similarly a person acts in different situations, the more his/her behavior is conditioned with personal factors; such an absence of flexibility (rigidness) can also cause misunderstanding and demands a definite impact;

– Degree of correspondence of a definite action to that of a person in analogous situations in the past (stability in time) – the more frequent and evident the person changes his/her behavior in repetitive situations, the more it is determined with personal factors (provided that additional external conditions do not influence the situation).

Besides, as grounds for constructing a strategic plan of the CCS at the realization of state/regional/international projects, there were taken official statistical data on the Trans-Danube region of Ukraine. For the last 20 years it has been considered a rather problematic one because of numerous indices of the social-economic development. This is due to the fact that from the region which previously had the following: a sea-production complex, agriculture, industrial enterprises, enterprises for agricultural products' processing, transport complex, a system of river and sea transportations at domestic and international lines, building, social-cultural objects, a system of secondary special and higher education, – it has become a mono-functional region which is a depressive one.

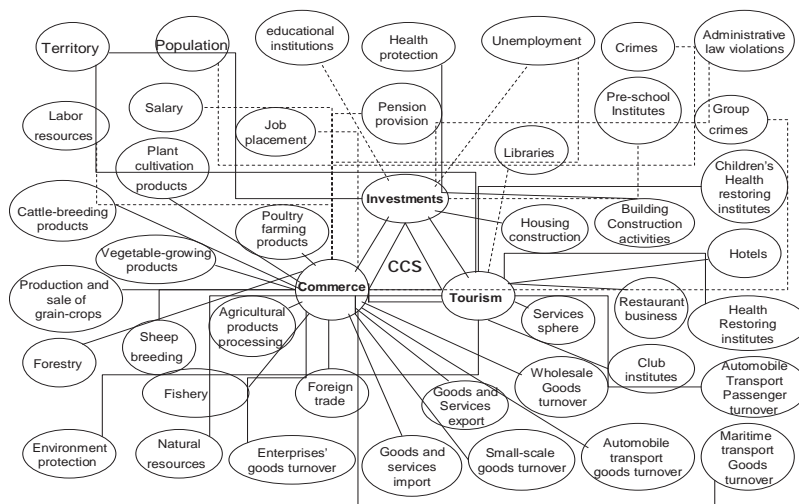


Figure 1. The CCS realization in the social-economic function of the region/state development

The author has taken 45 indices of social-economic development and, by means of correlation, has discovered the role of the conventional communicative strategy in the process of the state social-economic development. There, it has been found out the major number of links between, both first and secondary rate, the conventional communicative strategy and such an index of social-economic development, as commerce. This shows that commercial relations overcome others at any basic level of the social-economic development (see Figure 1).

It is clear that the given date can give only information for the construction of a model or scenario of the social-economic development of any countries through the elaboration of strategic interstate projects, which, in the majority of cases, are financed from the state budget and where the state itself will be a guarantor and an interested party in 100% of projects' realization. With this objective, it is necessary to work out the strategic plan of the conventional communicative strategy of state/regional/interstate projects' realization, which should include the following components:

– system of priority application of intellectual and human resources capable of reacting professionally and flexibly to the changing situation;

– sub-programs of development, the results of which will not make the existing and future economic and social development more complex, and will also correspond to the criteria of ecological security and economic development stability;

– innovation models of the region and country social-economic development (also, of any two countries, as desired);

– general head marks for actions and decision-making, which are directed to the achievement of the goals planned;

– action plans, which will enable to solve all the complexity of interrelated and inter conditioned problems, and not separate priority tasks;

– elaborated projects, based on the understanding of importance of business partnership ideas in the process of the consolidated responsibility strategy working out and its implementation into practical life;

– scenarios of the wide public bringing in for the practical realization of social-economic projects development;



– set of documents, prepared for power bodies with an aim of making administrative decisions for the growth of territorial life activities in conditions of limited resources of any kind.

**Conclusions.** Thus, both for social communication and for the CCS it is characteristic: openness – closeness of the subjects of communication life objectives, correlation of their life objectives; availability of the latter; responsibility for attaining life objectives; criteria of definition of the responsibility indices themselves; consecution to life objectives.

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