

# **Kontynent europejski wobec wyzwań współczesności**

## **Tom 3**

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**PUBLIC ADMINISTRATION IN THE EPOCH OF POSTMODERN:  
DECISION MAKING IN THE CONTEXT OF SENSE**

The article considers the features of decision making as a process based on decision-making by civil servants with the help of unification, standardization of management actions by creating an information base for their further algorithmization leading to faster work with clients. It is noted that complex cases require unprogrammed solutions, but the simplest actions can be algorithmized, helping authorized individuals to make the necessary decision-making procedure. It is envisaged that a resource with the necessary data to make decision-making will increase the probability of a justified and effective solution in further similar situations, optimizing not only the speed of response of the authorities, but also the qualitative composition of their interaction with the population.

**Formulation of the problem**

Administration, as the process of some organization of the existence of individuals in the horizon of ontological reality, can be viewed from different positions: management, psychology, linguistics, philosophy, culture and others, but its semantic level, which affects absolutely all possible readings of this layer of reality, is fundamental. At the same time, it is the culturological level that is particularly interesting to the author, since it can be positioned as a universal one, that is, one that could serve as a basis for an interdisciplinary research<sup>2</sup>.

F. Dostoyevsky once said that one must love life more than the sense of life, thus insisting on the accentuation of the *I* (self) as correlated with society (*Other*), while endowing the personality as such

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<sup>1</sup> Oleksij Dovgań, PhD of Philological Science, Corresponding Member of the International Academy of Education and Sciences, Deputy Director of the Scientific Library of National Academy of Managerial Staff of Culture and Arts Public Administration / dr Oleksij Dovgań, Naukowa Biblioteka Narodowej Akademii Kadr Kierowniczych Kultury i Sztuki w Kijowie, e-mail: dovgan396@gmail.com

<sup>2</sup> К.Ясперс, *Смысл и значение истории*, Москва 1991.

beyond its scope, however, a person is social by its very nature: its entire existence is tied to involvement in the *Other* in the *I*<sup>3</sup>. Like the Earth flying in orbit around the Sun, it (man) exists in the space between these two points, actualizing with his consciousness (actually, already its existence) a number of archetypes, longwall function of which is the continuity of cultural heritage. In this case, archetypes should be regarded as related to the very primary nature of sense and its existence in a symbolic environment<sup>4</sup>.

It is from this point of view that the semantic context of public administration, that is, in fact, communication, must be considered not only in a broad sense – as socially determined senses, functioning in this sphere and forming certain archetypes, but also as direct templates of political behavior. Such an approach seems to be conditioned by cultural discourse and therefore also represents cultural significance<sup>5</sup>. Thus, the peculiarities of studying the mentioned phenomenon in the discourse of public administration against the background of the complicated socio-economic and political conditions of modern Ukrainian society require a new cultural-centric approach<sup>6</sup>.

It is natural that the individual acts as the root component of the construction of linguistic (subjective) reality, in spite of this the behavior of the latter is socially determined, and hence conditioned by cultural discourse. Thus, a person, having formed at some time under the influence of an arbitrary socio-historical state, reacts very flexibly to changes in the environment, adapting to them. In this light, the sphere of public administration itself seems to be an attempt to adapt and use the senses in the chosen direction<sup>7</sup>.

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<sup>3</sup> М.Новикова-Грунд, *Текстовые методики в психологии*, <https://postnauka.ru/video/55766>, [06.04.2018].

<sup>4</sup> В.Васильев, *Проблема власти в свете национального архетипа*, "Публичное управление: теория и практика: сборник научных работ Ассоциации докторов наук государственного управления", Харьков 2010, с. 19–25.

<sup>5</sup> М.К. Мамардашвили, *Формы и содержания мышления*, Санкт-Петербург 2011.

<sup>6</sup> Т. Кадлубович, *Архетипные основы политического поведения*, "Публичное управление: теория и практика: сб. науч. трудов Ассоциации докторов наук государственного управления: специальный выпуск", Харьков 2013, с. 114.

<sup>7</sup> А. Шмелев, *Языковой анализ как средство понимания культуры*, <https://postnauka.ru/lectures/27647>, [06.04.2018].

According to the same Dostoevsky there is a line in everything, for which it is dangerous to cross; because once you cross it, you can not go back. For public management, as an arbitrary component of the cultural system, such a milestone, in the author's opinion, becomes an archetype. The root specificity of this phenomenon is its unconsciousness, atomization, nomenomenos, emotionality and ambivalence, the latter allows this phenomenon to be represented on two levels: symbolic and emotive<sup>8</sup>.

*The purpose* of the article is to consider the features of decision-making in the context of the existence of sense. *The subject* is a reflection of the practical bases of its actualization in managerial discourse.

### **Analysis of recent research and publications**

The question of sense seems to be one of the most difficult problems ever facing humanity in general and science in particular. First of all, this is due to its interdisciplinary nature, which, naturally, creates difficulties in comprehending the latter at the level of empirical incarnation, that is, directly during the research itself<sup>9</sup>. At the same time, it is extremely important, in our opinion, that the very nature of the sense, in spite of the vast array of studies in different sciences, has not found a unanimous interpretation among the greatest minds of the planet<sup>10</sup>.

Thus, the problems of the peculiarities of the archetypal nature of public administration are devoted to research: M. Alexandrova, E. Afonin, V. Bortnikov, V. Budanov, M. Weber, E. Donchenko, D. Easton, P. Lazarsfeld, G. Lasswell, E. Meleshkina, C. Merriam, D. Olshansky, A. Radchenko, S. Roccan, E. Shestopal and others.

The specifics of decision-making in general (in particular, the existence of this process) are devoted to the research of such scien-

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<sup>8</sup> Т. Кадлубович, *Архетипные основы политического поведения*, "Публичное управление: теория и практика: сб. науч. трудов Ассоциации докторов наук государственного управления: специальный выпуск", Харьков 2013, с. 116.

<sup>9</sup> Г.Е. Крейдлин, *Невербальная семиотика: Язык тела и естественный язык*, Москва 2002.

<sup>10</sup> Н.С. Артамонова, О.О. Олейнікова, *Прийняття управлінських рішень в системі публічного адміністрування та адміністрування бізнес-структур*, "Економіка: реалії часу" 2012, № 3/4, с. 228–232.

tists as: E. Alexandrov, R. Akoff, O. Anisimov, I. Ansoff, A. Bondar, V. Beloshapka, Yu. Belyaeva, V. Bepalov, K. Bowman, G. Vasilchenko, N. Vlasova, N. Vorobyova, D. Wulf, L. Galagan, I. Gerchikova, O. Degtyaev, V. Druzhinin, N. Dyachuk, G. Zagory, V. Znakov, O. Egorshin, N. Eremenko, O. Kazakova, O. Karpenko, V. Kolpakov, V. Konoval, D. Kontorov, I. Parasyuk, G. Psheugusova, S. Samigin, V. Slizh and others.

### **The main material**

The foregoing makes it possible to assert that the very nature of the archetype has a cultural basis: being created on the basis of deep cultural and psychological ground on the basis of interaction of individual consciousness and social structure, they (archetypes) react directly to the social structure. In this case, they support modifications or a radical restructuring „for themselves”<sup>11</sup>.

Also interesting is the nature of this phenomenon, the specificity of anthropocentrism inherent in it: the archetype is inherent in a kind of radical dualism, characteristic of the naive consciousness of a child who has not received the foundations of societal interaction<sup>12</sup>. This is especially significant in the context of public administration, the sense of which is in some „juggling” of sense, which is close to the advertising discourse, the impulse to build a symbol by the consciousness of the individual<sup>13</sup>.

In this context, we could not talk about certain slogans that are given to citizens, but about the symbols-archetypes, which operate in this sphere<sup>14</sup>. Also typical for it is the stereotyped nature of the sen-

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<sup>11</sup> Э. Афонин, Е. Суший, *Идентичность как психосоциальный фактор государственного управления*, “Публичное управление: теория и практика: сб. науч. трудов Ассоциации докторов государственного управления: специальный выпуск”, Харьков 2012, с. 13–27.

<sup>12</sup> А.В. Баровська, *Державна комунікативна політика Норвегії*, “Наукові записки Інституту законодавства Верховної Ради України” 2014, № 4, с. 122–128.

<sup>13</sup> Г. Васильченко, І. Парасюк, Н. Єременко, *Планування розвитку територіальних громад: навчальний посібник для посадових осіб місцевого самоврядування*, Київ 2015.

<sup>14</sup> А. Ханов, *Искусство и визуальная культура – противоположны*, <http://syg.ma/@andrei-khanov/iskusstvo-i-vizualnaia-kultura-protivopozhny>, [06.04.2018].

ses that are being realized: this way the „dear comrades” appeal became a brand of the Soviet era, and „any friends” („dear friends”) – the times of Ukrainian President V. Yushchenko. From the positions of both linguistic, social, managerial and other spheres, the pattern of sense carries a certain destructives, since it causes a sensation of ramshackle and atomization correlated to the consumer-consumer-object<sup>15</sup>.

Thus, the semantic context of public administration can also be defined as a system of semantic determinants of this sphere (broad interpretation), and as a highly specialized set of means of influencing a broad audience – society<sup>16</sup>. It is natural that in the first and in the second case it is necessary to understand the immutability of the relationship with the societal characteristics of modern society, and also to produce new senses that are relevant to the current social situation of Ukrainian society. The latter will create a certain integrity of the system „government bodies – the people”, acting as a guarantor of the productivity of the development of society in the context of European values, cosmopolitanization and humanization.

In this case, the actual existence of an individual in ontological reality is associated with the problem of choosing as a differentiating feature of its stratification as a social individual. So, the very existence of an individual can be positioned as the sum of all her choices made over the course of her life: thus, a person acts as a consumer of goods, services created to ensure his socially determined desires.

It is natural, however, that the choice seems to be the result of a decision, the adoption of which can essentially be characterized as an internal, relatively stable basis, determining the sense and role of the latter in the functioning, as well as the development of the institution (organization, enterprise, etc.). Thus, the essence of decision-making, as a rule, is manifested through numerous external connections and actions characterizing one of the parties<sup>17</sup>. The latter pro-

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<sup>15</sup> П. Черчленд, *Нейрофилософия*, <https://postnauka.ru/video/66871>, [06.04.2018].

<sup>16</sup> А.М. Яковлева, *Клиповое мышление: текст как изображение-симулякр*, [http://infoculture.rsl.ru/NIKLib/althome/news/KVM\\_archive/articles/2014/02/2014-02\\_r\\_kvм-s7.pdf](http://infoculture.rsl.ru/NIKLib/althome/news/KVM_archive/articles/2014/02/2014-02_r_kvм-s7.pdf), [06.04.2018].

<sup>17</sup> В.М. Колпаков, *Теория и практика принятия управленческих решений*: учеб. пособие, Київ 2004, с. 6.

vides us with an opportunity to affirm the existence of a certain subjective beginning of this process, which can be interpreted as a natural underpinning for its unfolding. At the same time, limited by professional (in the case of being in the business sphere) and personal (moral, psychological and other preconditions) determinants. Which, in turn, correlate with the view of modern society as representing information as a basic, root component that is relevant to the management sphere<sup>18</sup>.

Unsolved part of the overall problem, in our opinion, is the low level of digitalization (the implementation of information in the digital age) of managerial decision-making processes, in particular, the lack of a full information basis for the implementation of such an action. The latter gives us the opportunity to affirm the promise of a two-step strategy for the introduction of the digitalization process: on the one hand, the cumulation of the information basis, which is intended to become the basis for, actually, actualization of the outlined process<sup>19</sup>. On the other hand, the development of a system of algorithms that fulfill the role of a filter that localizes a segment of data that is necessary (to the civil servant), relevant from the standpoint of public administration, in particular, customer service<sup>20</sup>.

In this context, the solution seems to be a static process, while its adoption is dynamic, and therefore – as relevant to management activities<sup>21</sup>. Thus, its digitalization, programming, automation, standardization and the like, requires a certain sequence of actions, because generating it, causal situations determine its necessity, relevance in the horizon of events. Thus, we consider such milestones as the relevant directions for the development of management decisions:

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<sup>18</sup> О.В. Карагодін, *Розвиток механізмів прийняття та реалізації управлінських рішень в системі державного управління*, Донецький державний університет управління, Маріуполь 2015.

<sup>19</sup> Б. Орехов, *Компьютерная лингвистика*, <https://postnauka.ru/video/66255>, [06.04.2018]; Б. Орехов, *Цифровые исследования литературы*, <https://postnauka.ru/video/66791>, [06.04.2018].

<sup>20</sup> *Середньостроковий план пріоритетних дій уряду до 2020 року*: проект, 355 с.

<sup>21</sup> В.М. Колпаков, *Теория и практика принятия управленческих решений*: учеб. пособие, Київ 2004, с. 6.



- the ultimate goal of the necessary actions;
- means of achieving the goal;
- possible obstacles in achieving the goal<sup>22</sup>.

Since any decision is motivated not only by objective, but also, in fact, subjective factors of the individual's being in the community, the outlined action must be unified in a certain way in the sphere of professional activity – in general, and in management – in particular<sup>23</sup>. On the one hand, such an approach will save time for a civil servant to take a decision, on the other – protect him from assuming potential mistakes that can be made due to lack of professional competence, poor health and other subjective reasons<sup>24</sup>. That is, digitalization (algorithmization, standardization etc.) will serve not only as a kind of additional filter, but also significantly reduce the waste of time for such an important aspect of the manager's work as decision-making<sup>25</sup>.

That is why, in our opinion, it is timely to monitor the most popular requests with a view to their systematization and unification, that is, it is necessary to identify relevant areas of work with the public<sup>26</sup>. In practice, it should look like this: all spheres of government are structured into a simple and intuitive system, the most relevant requests (forms of interaction, dialogue, etc.) are „superimposed” on it<sup>27</sup>. The above becomes the basis for automation (digitalization) of decisions made by public servants due to their (solutions) patterning. The latter, in turn, will allow full-scale digitization of the key process

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<sup>22</sup> Т.А. Буркина, *Процесс разработки и принятия управленческих решений: методические рекомендации к выполнению контрольной работы*, Сызрань 2007, с. 4.

<sup>23</sup> Н.В. Уфимцева, *Языковое сознание: динамика и вариативность*, Москва 2011.

<sup>24</sup> І.А. Тернова, *Роль ІТ-сектору у розвитку зовнішньоекономічної діяльності*, “Соціальна економіка” 2016, № 1, с. 69–76.

<sup>25</sup> В.Д. Бакуменко, *Державно-управлінські рішення: навчальний посібник*, Київ 2012.

<sup>26</sup> *Стратегія – 2020: інформаційні технології в державному управлінні*: інформаційно-бібліографічний бюлетень, Київ 2017.

<sup>27</sup> *Цифрова аджента України – 2020 („Цифровий порядок денний” – 2020). Концептуальні засади (версія 1.0)*, 2016.

of public administration – decision making, which must be understood as the choice of one option from a series of possible<sup>28</sup>.

In the context of the mentioned process (digitalization), it is necessary to focus on the practical mapping of milestones by creating an industry resource (site, portal and the like), which will contain the appropriate form, accumulating the necessary amount of data in its structure to implement high-quality and transparent activities of a civil servant<sup>29</sup>. For example, to make any managerial decision, a civil servant must have: data on the previous ratification, possible options (approval, rejection), as well as the consequences of the realization of the client's goal<sup>30</sup>.

Also, among the root issues related to the modeling of management decisions, it is necessary to consider the following:

- terms;
- dynamic changes in the initial conditions for the implementation of the current management decision;
- degree of competence of an authorized person;
- quality and truthfulness of available data;
- discrepancy between the selected (or available) methods, tools and similar tasks; disproportion of existing information relevant to execution decisions and so on;
- cooperative nature of management decision making: in the case when the functional areas of different divisions intersect, leading to an increase in the number of authorized individuals, and therefore - possible misunderstandings between them;
- dominance of routine<sup>31</sup>.

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<sup>28</sup> Т.А. Буркина, *Процесс разработки и принятия управленческих решений: методические рекомендации к выполнению контрольной работы*, Сызрань 2007, с. 3.

<sup>29</sup> *Європейський досвід нормативно-проектного забезпечення розвитку інформаційного суспільства: висновки для України: аналітична доповідь*, Київ 2014, 76 с.

<sup>30</sup> А.А. Леонтьев, *Деятельный ум (Деятельность, Знак, Личность)*, Москва 2001.

<sup>31</sup> Т.А. Буркина, *Процесс разработки и принятия управленческих решений: методические рекомендации к выполнению контрольной работы*, Сызрань 2007, с. 4.

## Conclusions

Thus, the management decision is a natural basis for the existence of an individual in ontological reality, acting as a necessary precondition for structuring his administrative, legal and other needs in modern society. Practically it is a certain sequence of actions of authorized persons in the horizon of events aimed at solving some problems and tasks, and is connected with the fulfillment by the latter of their immediate duties.

Digitalization is a means, the essence of which is to optimize the decision-making process for civil servants through unification, standardization of management actions by creating an information base for their further algorithmization, which leads to faster work with clients (determination of restrictions and decision criteria, organization of employees' activities etc.)<sup>32</sup>. It is clear that complex cases require unprogrammed solutions, but the simplest actions can be algorithmized, helping authorized individuals to make the necessary decision-making procedure (can be updated through insight, inferences, and so on). In practice, the outlined resource will help to increase the reliability of a justified and effective solution in further similar situations, optimizing not only the speed of response of the authorities, but also the qualitative composition of their interaction with the population.

At the same time for modern public management, the idea of a subversive appeal to those moments of the cultural cortex that are encoded in the language seems to be relevant, and the result (subversion) is the emergence of sense from its habitual position. The latter allows us to talk about some absurdization of the proper sense, that is, its discrediting due to the unusualness of the modification. So, often certain semantic deviations in the sphere of public administration are made specifically on the basis of some influence on the consciousness of the native speaker. At the same time, absurdity, absurdization of the senses of public administration can be declared as the first stage of their development, conversion and processing for further actualization, but in a different construction of the categorical brush.

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<sup>32</sup> А.Э. Кан-оол, *Разработка эффективной системы принятия управленческих решений в организации*, 2015.

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