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COMMUNICATION AS A FUNCTION OF MANAGEMENT IN THE MODERN SYSTEM OF PUBLIC GOVERNANCE

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КОМУНІКАЦІЯ ЯК ФУНКЦІЯ МЕНЕДЖМЕНТУ В СУЧАСНІЙ СИСТЕМІ ПУБЛІЧНОГО УПРАВЛІННЯ

It is proved that the main tool of communicative influence is various types of public relations. It is a virtual system of influencing people in order to ensure their social interaction which manifests itself in certain conditions. But since the property of communicativeness in public relations is an absolute reality, it is necessary to look here for precisely those instrumental (managerial) functions by which these connections are maintained and to some extent materialized.

It is determined that «public relations» act as its own governing structure, in the form of which are public relations «public relations». Thus, from the point of view of communicative influence, this governing (organized and organizing) structure of public relations comes to the fore in the implementation of strategic and tactical tasks of public authorities. It is proved that such a view is fully consistent with the concepts associated with PR-communication and management as an instrumental unity to maintain mutually beneficial relations between government and civil society.

It is analyzed that the administrative and political aspect of management in relation to PR-communications can be assessed both from the standpoint of interests, needs of the authorities, and based on the functional features of PR-technologies. But both variants of approaches do not change the subject of consideration and application of communicative functions. It is the examples that testify to power relations and mechanisms for preserving a certain social climate and mutual understanding through PR. Due to its socio-political and social severity, one of the first places among them by right should probably be «tax reform».

It is proved that PR institutionalization in Ukraine, ie the development of a new social

communication infrastructure for program purposes, began in the late 80s of the last century with the opening of PR services in government agencies, public and political organizations, and then the creation of the first PR agencies. and professional training. Therefore, it can be argued that in the context of global transformation of all spheres of life of the people and the state, public relations helps our complex and pluralistic society to reach certain decisions and function more effectively, providing the necessary level of understanding between different groups and social institutions. In Europe, the following definitions are used: «PR is a conscious organization of communication. PR is one of the functions of management. The purpose of PR is to achieve mutual understanding and establish a fruitful relationship between the organization and its civil society through two-way communication».

It is determined that initially PR was defined as a special type of relationship between the organization and the public, as a type (or function) of management by the organization through communication to establish and maintain mutually beneficial public relations, creating a positive attitude towards the public, public and others. organizations.

Доведено, що основним інструментом комунікативного впливу є різноманітні за типом громадські зв'язки. Це віртуальна система впливу на людей з метою забезпечення їх соціальної взаємодії яка проявляє себе в певних умовах. Але оскільки властивість комунікативності в громадських зв'язках – абсолютна реальність, то шукати тут треба саме ті інструментальні (управлінські) функції, якими ці зв'язки підтримуються і певною мірою матеріалізуються.

Визначено, що «паблік рілейшнз» виступає як власна керуюча структура, у вигляді якої виступають зв'язки з громадськістю «відносини з громадськістю». Таким чином, з точки зору комунікативного впливу ця керуюча (організована і організуюча) структура громадських зв'язків виходить на перший план при реалізації стратегічних і тактичних завдань органів публічної влади. Доведено, що такий погляд цілком співвідноситься і з концепціями, асоціюється PR-комунікації та управлінську діяльність як інструментальне єдність для підтримки взаємовигідних відносин між представниками владних та громадських структур.

Проаналізовано, що адміністративно-політичний аспект управління стосовно до PR-комунікацій може оцінюватися як з позицій інтересів, потреб органів влади, так і виходячи з функціональних особливостей піарівських технологій. Але той і інший варіант підходів не змінюють самого предмета розгляду і додатку комунікативних функцій. Саме приклади свідчать щодо владних відносин і механізмів збереження за допомогою піару певного суспільного клімату і взаєморозуміння. В силу своєї суспільно-політичної і соціальної гостроти одне з перших місць серед них по праву напевно повинна займати «податкова реформа».

Доведено, що піар інституалізація в Україні, тобто розвиток нової за програмними цілями соціальної комунікаційної інфраструктури, почалася якраз в кінці 80-х років минулого століття з відкриття PR-служб в державних установах, громадських і політичних організаціях, а потім і створення перших піар-агентств і підготовки професійних кадрів. Тому можна стверджувати, що в умовах глобальної трансформації всіх сфер життєдіяльності народу і держави паблік рілейшнз допомагає нашому складному і плюралістичному суспільству досягти певних рішень і функціонувати більш ефективно, забезпечуючи необхідний рівень взаєморозуміння між різними групами і суспільними інститутами. В Європі використовують наступні визначення: «PR – це свідомо організації комунікації. PR – одна з функцій менеджменту. Мета PR – досягти взаєморозуміння і встановити плідні відносини між організацією і її громадянським суспільством через двосторонньої комунікації».

Визначено, що спочатку PR визначався як особливий вид відносин між організацією і громадськістю, як вид (або функція) управління, здійснюваний організацією за допомогою комунікації з метою встановлення і підтримки взаємовигідних відносин з громадськістю,

створення позитивного ставлення до себе з боку населення, громадських та інших організацій.

Key words: *mutual understanding; public relations; communications; management; mechanism; organization of institutions; public authorities; PR activities.*

Ключові слова: *взаєморозуміння; громадські відносини; комунікації; менеджмент; механізм; організація інститутів; публічна влада; PR-діяльність.*

The aim of the article determine the mechanism of public relations; substantiate the functions of public relations services with the public; analyze the administrative and political aspect of management in relation to PR-communications; give European definitions of «PR».

The formulation of the problem.

Global networks have radically changed the nature of public relations, information exchange, the degree of openness of government, politics, business, and with it the quality and quantity of dialogue forms in everyday contacts of people, social groups and structures. With regard to relations between the authorities and society and in the interests of social progress, the possibilities of direct dialogue are expanding incomparably. These circumstances determine the relevance of the study of the communicative interaction of civil society and structures of public authority, increasing the role of this important resource in managing the affairs of society and the state.

Analysis of recent research and publications.

Analysis of domestic (N.V. Gritsyak, M.G. Lashkina, E.A) and foreign sources (G. Almond, K. Deutsch) testifies that in recent decades, and in Ukraine - especially at the beginning of the new century, a lot of works, in which the problems of communications at different levels of sociality (from interpersonal to interstate) are being developed, have appeared. In part, these studies overlap with works that deal with topical issues of civil society, local government, and public administration. However, in this aspect, social topics are usually pushed into the background by issues of political communications, PR technologies, problems of power and power relations, which is explained by the natural demand for a political topic in connection with the formation of a new system of social and state structure in the country, a new order of organization of public power institutions and administrative and political management.

Presentation of the main material.

According to Lashkina M.G. [3, p. 12], «communication is a highly social process. One has only to change its form, means, it will immediately change the nature of social groups and the form of power». Let's add form and character, the content of power. Moreover, if we talk about her relations with her electorate, population, civil unions.

In the most general terms (taking into account the main essential meaning) the main instrument of communicative influence is various types of social connections. This is a kind, in many respects virtual, manifesting itself in certain conditions, a system of influencing people in order to ensure their social interaction. An attempt to qualify such a system with any one term, in our opinion, is futile. Its virtuality is as conditional as any other «limited certainty». But since the property of communicativeness in social relations is an absolute reality, it is necessary to look here for precisely those instrumental (managerial) functions by which these relations are maintained and materialized to a certain extent.

For our case, we believe that the logic and understanding demonstrated by N.V. Gritsyak [1, p. 89]. In his concept, public relations appear, firstly, as a system of production and transmission of information, which personifies the productive power of communications, and secondly, they not only play the role of an information bridge, but also mean the process of regulating relations between government, society, business, culture. And it is very important that public relations are mostly realized in a natural way – in the form or through education, religion, culture, propaganda, advertising, etc. Although even more important – at least, the recognition of public relations of their own governing structure, in the form of which are «public relations», public relations «public relations».

From the point of view of communicative influence, this managing (organized and organizing) structure of public relations comes to the fore in the implementation of the strategic and tactical tasks of the governing bodies of public authority. This view is quite consistent with the concepts that associate PR-communications and management activities as an instrumental unity for maintaining mutually beneficial relations between representatives of government and public structures, and with the pragmatics of those who view public relations solely as the ability to influence public opinion in the interests of certain program goals.

PR as a subject of management, according to M. Scott Kaplit [2, p. 192], acts as a governing link, and the mechanism of public relations is a managed link. The PR structure launches this mechanism, determines the form of public relations (for example, propaganda, advertising) or chooses a sphere with its already existing communicative means – education, religion, culture, etc.), and then manages the process, regulating it based on feedback and taking into account the real situation in the communicative space. At the same time, the main thing remains to maintain stable dynamic relations between the subject of public relations (say, the same power structures) and the public (society). The inevitable administrative and political aspect of management in relation to PR-communications can be assessed both from the standpoint of the interests, needs of the authorities, and based on the functional features of PR technologies.

But both versions of the approaches do not change the very subject of consideration and application of communicative functions.

The focus remains on: a) the relationship of power with its external environment; b) creating an attractive image in the eyes and minds of citizens authorities; c) promotion of program ideas on behalf of the authorities at the expense of consolidation of public opinion around them; d) establishing relations of cooperation and partnership at the level verticals and horizontals of public administration; e) maintaining a system of public control in the name of achieving social balance in society (expected communicative effect).

Approximately in this vein, [6] the functions of public relations services of public authorities are defined:

– ideological (introducing moods into the ideology of the authority, expectations, interests of society and individual social groups, as well as the reverse process of broadcasting the attitudes, programs of the organ into society authorities);

– communicative and informational (production of information, establishing feedback with the population, studying the channels through which circulates information, etc.);

– research and analytical (study and analysis of the public authority and the environment included in its scope interests, research and assessment of the perception of the image of this authority the public and reactions to its activities, as well as the reflection of the activities in the media);

– organizational and coordinating (modeling and organization dynamic interaction between the authority and the public, establishing and maintaining contacts with other services, external contacts with organizations, opinion leaders, mass media information, etc.).

How important it is for power relations and mechanisms to preserve a certain social climate and mutual understanding through PR is evidenced by many well-known examples. Due to its socio-political and social acuteness, one of the first places among them, by right, should certainly be occupied by "tax reform". It presented in its entirety both the PR process failed by the ministerial technologists, and the communication that worked in a wide problem field (mainly mass, carried out through the media), and the power itself (in all its main guises: as a sphere of influence and as institutions that itself a shock wave of social protest), and all sorts of manifestations of what in everyday consciousness is called «political games», if we mean the actions and opposition of various authors in connection with the protest movement of the population.

Of course, a failed PR in this case is rather an exception to the rule. More often than not, the «game» on the side of the authorities brings one or another positive result, which presupposes its dividends to society and the population. Such results were especially noticeable in electoral campaigns at the peak of the transformations and transformations of the Soviet system that was leaving the political arena.

Institutionalization of PR in Ukraine, i.e. the development of a new social communication infrastructure in terms of goals began just at the end of the 80s of the last century with the opening of PR services in government agencies, public and political organizations, and then the creation of the first PR agencies and training of professional personnel.

The modern development of the PR infrastructure testifies to their gradual inclusion in the processes of business, management, politics – and therefore in power relations, taking into account the feedback of the population with the authorities.

In other words, it can be argued that in the context of a global transformation of all spheres of life of the people and the state, public relations help our complex and pluralistic society to achieve certain decisions and function more efficiently, providing the necessary level of mutual understanding between various groups and social institutions.

All its content PR corresponds to that, they believe [5; 7] in order to be interpreted as a theory of communicative influence, therefore, for the activities associated with it, it is the communicative mechanisms that are very significant. They imply a certain sequence of PR-impact, where it is necessary to take into account not only the influence of certain introduced and received changes in the communicative flow, but also the effect of different degrees of diffusion. At the same time, it is curious to refer to the diffuse theory of the spread of ideas [4], from which the authors draw a conclusion that is essential for PR-activity: «in order for an idea to «take root», a critical mass should be convinced – 5% of the entire audience. And when 20% of the population accept an idea, it is no longer possible to stop it».

As for the term «PR», its development in social science, in public activities, in the practice of mass communication and – further – by the population was proceeding simultaneously, but not at all synchronously and not always adequately with reality. Moreover, in the West, the term originated initially to designate one of the components of the management of firms, enterprises operating in the economic sphere of society. The appointment of a PR (without the addition of «political») is interpreted as creation of a favorable information environment for the organization, allowing this organization to more effectively solve the problems of production of goods and services, their promotion to the market, winning the sympathy of consumers, establishing partnerships with other market participants, as well as government agencies.

This is how R. Harlow, for example, defines the essence of the concept: «PR is one of the management functions that contributes to the establishment and maintenance of communication, mutual understanding, location and cooperation between the organization and the public» [7].

In 1999, by decision of the European Confederation of PR (CERP), a special terminology working group was created, which analyzed the various formulations of PR. Based on this report, the CERP General Assembly in June 2000 recommended that all practitioners in Europe use the following definition: «PR is the conscious organization of

communication. PR is one of the functions of management. The goal of PR is to achieve mutual understanding and establish a fruitful relationship between the organization and its audiences through two-way communication» [4].

As we can see, PR was originally defined as a special type of relationship between an organization and the public, as a type (or function) of management carried out by an organization through communication with the aim of establishing and maintaining mutually beneficial relations with the public, creating a positive attitude towards oneself from the population, public and others. organizations. Based on the foregoing, it will be natural to designate similar relations developing between political, state power structures, on the one hand, and the public, on the other, as political PR.

Conclusions.

Thus, at the same time, to regulate political relations between the authorities and the population, and the public (conditionally, all three concepts can be given in the general list, although they are not synonymous, and PR with the phenomena designated by them also has its own modulation – secondary) is quite specific.

First, it is specific in terms of the predicted, planned and expected result. Moreover, the result is not a promotion of goods, not an increase in capital in the literal sense of the word. This is primarily and primarily (perhaps exclusively) the legitimization of power. In a state governed by the rule of law, the power of power (and thus the effectiveness of power relations) rests precisely on its legitimacy with extremely limited use of force. Legitimacy is a specific end product of public relations between the power structures and the institutions of influence subordinate to it.

Secondly, PR, carried out in the interests of guaranteeing the stability of power relations, is implemented mainly through mass communication (mass media), to a lesser extent through public communication and, to a very small extent (insignificant for the result), through interpersonal communication. This, incidentally, is the case when the translation of PR as «public relations» is relatively more adequate than «public relations». (Note that this kind of question is not so simple. For example, the Internet allows you to paradoxically combine the massization of the interests of influence with the individualization of influence with a fundamental change in the mechanism and an increase in the effectiveness of feedback).

Thirdly, in PR-communication, combined with the political PR of the authorities, those «ideal» ideas about public relations are realized to a much greater extent. There is no doubt that the creation of a positive image of public power remains a priority, but outright lies, deliberate silence, deception of the people, which is ultimately the source of the legitimacy of the government, will always «come out sideways», there are many examples of which in Russian history, including the immediate past. This means that PR communication, the primary communicator of which is the government, and the direct communicator of which is its institutions, including the media, is interested not only in the persuasiveness of its PR information, but also in its actual evidence, i.e., truth, and not just one external, often decorative authenticity.

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