

Conference Paper

Public Policy in Digital Society

L.A. Vasilenko

The Russian Presidential Academy of National Economy and Public Administration, Moscow, Russian Federation

Abstract

The objectives of the article are to consider new possibilities of controllability in the context of digitalization and the becoming of a society with new characteristics and development trends. In the twentieth century, under the influence of digitalization, new trends and development threats appeared in the world associated with a sharp increase in the complexity of social processes, the intensive development of information technologies and the network structure society formation, which caused many new forms of communication. Society gradually attempts to become an ‘adult’ in this upcoming digital world — we can see it by the quality characteristics of Generation Z. But it loses something very important. The society has already realized that it is necessary to revise the semantic accents of the “public administration” term, shifting them towards the term “controllability”. But how to do it whether it is necessary to do it? The author’s thoughts and conclusions are based on sociological studies over the past 7–8 years, including: a comprehensive study “Dialogue of power and society in Internet communications (2013–2015); Global Digital Overview. 2020 and All Internet statistics for 2020 — figures and trends in the world and in Russia; “Analysis of Russian media and Russian-language social media”, using the Medialogy information system (2015–2020).

Keywords: Public Administration, Digital Society, digitalization, controllability, social network.

Corresponding Author:

L.A. Vasilenko
vasilenkola@mail.ru

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1. Introduction

The emergence of new controllability opportunities in social systems is associated with the processes of digitalization and the digital society development. A digital society is characterized by new features and development trends. Today, one in six people in the world is an Internet user, 83% are users of social networks that are available on any communication device — personal computers, tablets, mobile phones and gadgets. Interpersonal relationships become different. It follows from this that the relations between citizens and authorities, the relations between social communities also become different, i.e. public administration should take into account the development trends of digital civilization.

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Digitalization processes continued the previous stages of the society development, in particular, the stage of the Industrial Society, which was largely organized around the production and consumption of things and machines. The stage of the post-industrial society has gone from the production of things to the production of services (in health care, education, research and management). The information society has put forward time as the most important value. It was assumed that in the information society the exchange of information would not be temporary, spatial or political. This, on the one hand, facilitates the interpenetration of cultures, and on the other hand, opens up new opportunities for each community to self-identify. M. Castells' work marked a milestone in the communicative direction in the theoretical analysis of the information era, when socio-information networks, flows and the information method of development made it possible to more fully and correctly analyze social changes [6]. The monograph "The Internet in the Informatization of the Civil Service of Russia: Sociological Aspects" (the first edition was published in 2000) [18] was the first comprehensive sociological and methodological study of Internet processes in the informatization of the public administration civil service in Russia.

The rapid development and application of network technologies is presented in the paper Global Digital Overview. In January 2020, the global Internet audience grew by 7% and settled to 4.54 billion users, 83% of them (3.80 billion) use social networks. The average internet user spends 6 hours and 43 minutes online each day, more than 40% of our waking lives more than 100 days per year. Today, the social network Facebook is used by every third adult and every second child of the planet and aged 18 to 34 years. But there are new horizons ahead. Tik Tok, which combines a mobile application, social network and a platform for creating and publishing short videos with music has ranked sixth in the global ranking of mobile applications by the number of active users after WhatsApp, Facebook and Instagram. They are quickly catching up with Reddit (a social news site with an interactive polls, Pinterest) through an integrated targeting system, Sina Weibo (a Chinese micro blogging service). A service for collecting statistics from Alexa sites in partnership with the Chinese Tmall platform, are ranking third. In the world ranking web sites, and 10 positions higher than the main competitor of the western Amazon platform in the top twenty most popular sites include five Chinese e-commerce platforms, four of which belong to the Alibaba [7].

2. Methodology and Methods

The study of informatization from the point of view of the society development and the civilization progress distinguishes between technocratic and socio-humanitarian approaches to informatization. Today, the socio-humanitarian direction in the study of information process problems, set by K. Hessig [11], is continued by Russian scientists: in the context of philosophical rethinking of digital reality [10], of the interdependence of harmonious human development and the socio-technical processes of digitalization [13], of new facets of information culture [4], Artificial Intelligence and Big Data Technologies [21] and others. An important milestone for the development of a digital society is the works that analyzes the modern network processes and the specifics of management using digital technologies in a digital society: [17, 19, 22, 23].

The author considers some inconsistency of the concept of "publicity" in relation to managerial social processes in a digital society.

The comprehensive sociological research "Dialogue of power and society in Internet communications (2013 — 2015) was conducted [20]. GLOBAL DIGITAL OVERVIEW. 2020 [7] and All Internet statistics for 2020 — figures and trends in the world and in Russia were analyzed [2].

"Analysis of texts Russian media and Russian-language social media", among them 168 texts (UNIAN, TASS, Interfax, RBC-Ukraine, IA "Ukrinform", korrespondent.net, "Parliamentary newspaper", IA Reporter, IA Sputnik, zn.ua, IA Ukrainian News, MIA Russia Today, IA Bridge Dnipro, Rossiyskaya Gazeta, Izvestia, Deutsche Welle, gazeta.ua, znak.com, Komsomolskaya Pravda, Kommersant), containing the phrase "public administration" for the period from February 13, 2015 to February 13, 2020, using the Medialogy information system was made..

3. Results and Discussion

The study has revealed that the term "administration" means "the day-to-day" management of the organization, that is, it is the range of activities connected with organizing, supervising and control the process of a business and organization activity, etc. This meaning is closer to a bureaucratic concept, and to the term of "good governance." This is often the reason that the term "Public administration" is considered as "state management". According to the I. Ponkins definition, "public administration is a type of state-power activity in order to achieve, implement, protect, and protect public interests; to ensure and implement regulatory and other functions of the state. State affairs, the

content of which is the comprehensive planning, legal support and implementation of legislative, executive-administrative, judicial and control and supervisory powers of state authorities, including legal and organizational-resource support, administration and implementation of sequences and complexes of managerial decisions and statutory instruments (measures, means and mechanisms) of state regulatory and state administrative impact in with respect to various segments of the subject-object area of such management, the implementation of control and supervision and other law enforcement activities in this area” [14: 10].

The public character in this approach is not denied, but as part of a further listing of the state functions, "public" is no longer included in the scope of its actions. Russian etymology of the term "public" means generated, created by society, intended for all, consistent with the interests of society, expressing, taking into account the needs and requirements of society, organized, implemented by the public [8]. Thus, the inconsistency of the approach is revealed — the society is not given the right to generate anything in cooperation with the state, it is not considered here as an independent entity. The risk of negative consequences of this approach will increase in the context of digitalization. The functions of entities representing civil society cannot be included in the public administration system in a digital environment, the obligations to coordinate the actions of state and public entities will not be fulfilled.

The presence of a bias in the meaning of "public management" to the direction of the bureaucratic concept and "state management" is confirmed by an analysis of the media and social media.

1. The term "public administration" is used primarily by journalists and representatives of executive authorities as a synonym for executive authorities.

Example-A. One of the topics discussed in the Russian press in July 2018 was the development by the Government of the draft law No. 508703-7 "On Amendments to the Code of the Russian Federation on Administrative Offenses on the Issue of Ensuring Uninterrupted Heat Supply, Water Supply and Water Disposal" as part of the implementation of the Priority project "Ensuring the quality of housing and communal services". The importance of this topic was emphasized at a meeting of the Government of the Russian Federation on July 5, 2018 D. Medvedevsats "The main questions that citizens usually ask us are connected with the housing and communal services. Therefore, improving the efficiency of housing and communal services and the quality of its services is a strategic direction for the development of our country." [9]. The government suggested organizing public administration of housing and communal services enterprises if they do not fulfill their functions and cannot eliminate emergency

shutdowns of heat and water. The meaning of the term “public administration” in this bill is to a) gradually transfer all enterprises in the field of heat and water supply (municipal and state) to treasury enterprise and b) appoint a public manager of such enterprises. The main task is to eliminate situations or eliminate the threat of emergency situations. More than forty publications of the central and regional press (a quarter of the sample) contain almost the same text on this topic. None of them discussed the public component or any ways of public participation in solving this problem. There was not a single article that would indicate a distortion of the term “public administration” meaning.

2. The topic of digitalization and the introduction of KPI methods in the context of “Public Administration” is little covered by modern mass media. Among the publication on the holding of the interregional scientific-practical conference “Digitalization of Public Administration: Constructing a Regional Agenda” in Novosibirsk (168) only one article is devoted to the issues of digital totalitarianism and digital democracy. The conference participants led a discussion about what competencies and administrative culture the “digitalized” civil bureaucracy should have in modern Russia, what kind of requests for the quality of public administration can come from “digitalized” citizens. Experts have indicated that digitalization “is bringing profound changes to Russian society.” She “acts as a mechanism to ensure the humanization and democratization of relations between the government and society.” [12].

Example-B deals with the discussion of the problem referring to introducing an intelligent management system in government through the introduction of KPI in rural administrations. Igor Artamonov, Acting Governor of the Lipetsk Region, expressed a desire to increase the efficiency of management based on digitalization. He would like to see KPI indicators on the computer screen. It is important for him to have operational information on the state of affairs in the territory under his jurisdiction and to know how the district officials solve emerging problems. At the same time, the article expresses doubt: is it possible to increase the public management effectiveness of KPI technocratic methods? Expert Vladimir Slatinov asks the question: “Is the administrative control of the governor legal over local government officials who, under the Russian Constitution, do not obey him? What place do citizens occupy in the public administration system proposed by the governor?” [1].

Example-C deals with the main development priorities were commented in an interview with Parliamentary newspaper by the chairman of the Federation Council Committee on Constitutional Legislation and State Building Andrei Aleksandrovich Klishas:

“The introduction of progressive standards in public administration, in the interaction of the state and society will give a positive result” [5].

Example-D presents expert opinion. Irina Miroshnichenko says: “Any corruption phenomenon should be considered from two points of view — as a destructive one that violates the norms of the law, impedes the efficient operation of the bureaucratic apparatus, and as a constructive one, which is a diagnostic tool that identifies problems in the public administration sector and eradicated, it is necessary to include not only the structures of public administration bodies, but also the institutions of civil society, but, unfortunately, our population is very interested in corrupt practices, because corruption, as a rule, especially in the business sector, is the most effective and economical way to solve problems” [16].

Example-E presents another opinion. Senator Stepan Kirichuk at a master class for students of Tyumen State University drew attention to the quality of interaction between state authorities and local self-government: “For people who have chosen the path of public administration, it is very important not to forget that it is not the population for power, but power for the population. The main thing is to be able to see the needs and concerns of each person.” [3].

The study has fixed that confidentiality is an important problem for users of the global Internet. 60% of Russian users aged 16–64 notes this problem. “There is no doubt that many of us are really worried about online privacy, but we are also increasingly letting devices and technologies into our lives that collect even more intimate information about us, such as “smart” home devices. Tens of millions people consciously decided to spend an average of \$ 550 a year on devices that actively listen and monitor what people do at home. Nearly 50% of sixteen to 64 year old users are forced to constantly protect themselves from intrusive advertising. More than 55% of those surveyed by the Institute of Journalism Reuters study at the age of eighteen years of age are concerned about the reliability of information on the Internet [2].

4. Conclusions

Therefore, in research, the meaning of the term “public administration” is adopted in the UN wording: “Public administration is a complex of mechanisms, processes, relationships and institutions through which citizens of the state and their associations express their interests, exercise their rights and obligations and resolve differences. The administration can be carried out by all methods that society uses for the distribution of

power and management of public resources, as well as resolving emerging problems” [15: 9].

It is necessary to revise the semantic accents of the term “public administration”, shifting them towards the term “controllability” and “public” in the process of implementing the state digitalization program in Russia. The rapid development of network communications, combined with developed democratic mechanisms, prompted the introduction of new approaches to Public administration in terms of strengthening the “public” component. The principle of informatization process openness, which allows us to implement in public administration more effective information mechanisms and to increase the public service effectiveness in a democratic society. A properly organized socio-informational environment of the Internet can become a fundamentally new factor in managerial impact on social processes. State structures, supporting and using constructive mechanisms of self-organization, can solve their tasks more effectively [20].

The study has fixed that in the digitalization process of the control system, a system engineer should provide for:

1. special mechanisms for performing managerial functions by each participant (authorities, civil society institutions).
2. algorithms for reconciling interests between all entities and coordinating their subsequent actions;
3. network tools for expressing the interests of management institutions, including monitoring and implementing the rights and obligations of participants and mechanisms for regulating disagreements.

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