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# THEORETICAL APPROACHES AND PRACTICAL INSTRUMENTS OF INNOVATIONS IMPLEMENTATION IN SOCIAL POLICY

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## ТЕОРЕТИЧНІ ПІДХОДИ ТА ПРАКТИЧНІ ІНСТРУМЕНТИ ВПРОВАДЖЕННЯ ІННОВАЦІЙ У СОЦІАЛЬНІЙ ПОЛІТИЦІ

***It has been determined that the problem of formation of innovative mechanisms in the system of public administration becomes more and more relevant. The fundamental changes taking place in Ukraine today require the reorganization of the approaches, form and content of public administration from the state authorities and local self-government bodies. Crisis phenomena in the system of public administration, increasing criticism about the expenditure nature of the state policy, a sharp decline in public confidence in the public administration, necessitates the introduction of innovative state management as a new progressive model of public administration.***

***It has been proved that the pace with which innovations in the system of state authorities of Ukraine are being implemented, compared to business, is rather slow due to certain bureaucratic obstacles. Many difficulties in introducing innovations, in the implementation of state and management functions, are connected with human and organizational factors, personal disinterest of civil servants, their lack of awareness of systemic changes.***

***It has been substantiated that in general, innovations in the field of public administration are a necessary component of ensuring the efficiency and competitiveness of the country's life, and the attitude to innovation among civil servants is ambiguous. All this makes the process of introducing innovations internally conflicting, prone to the impact of various factors, both individual and psychological, and organizational. This should be taken into account when conducting administrative reform, introducing innovative technologies in the field of public administration.***

***The essence of concepts "innovative state administration", "innovative mechanism of state administration", "innovative mechanism of formation and implementation of social policy" has been reviewed.***

***It has been proved that the experience of implementation of innovative mechanisms in the field of public administration shows that effective management of the process of change is based on the application of innovative technologies, which takes into account the general requirements for methods of training and development of personnel, as well as specific specifics of the organization.***

*It has been determined that innovation means the creation, dissemination and application of innovation, on the one hand, satisfies certain needs of man and society, on the other hand, which causes not only material, technological, etc., but also social change.*

*It has been proved that innovative mechanisms of formation and implementation of social policy should be regarded as artificially created complex management system and based on the use of innovative tools for managing the development of social sphere in order to achieve the set goals.*

**Визначено, що проблема формування інноваційних механізмів у системі державного управління набуває все більшої актуальності. Кардинальні зміни, що відбуваються в Україні, вимагають на сьогодні від органів державної влади та місцевого самоврядування переосмислення підходів, форми і змістовного наповнення державного управління. Кризові явища в системі державного управління, посилення критики щодо витратного характеру політики держави, різке падіння довіри населення до державного управління обумовлюють необхідність впровадження інноваційно-спрямованого державного менеджменту як нової прогресивної моделі державного управління.**

**Доведено, що темпи, з якими впроваджуються інновації в системі органів державної влади України, порівняно з бізнесом, досить повільні, що зумовлено певними бюрократичними перешкодами. Багато труднощів впровадження інновацій, при реалізації державно-управлінських функцій, пов'язані з людськими та організаційними чинниками, особистісної незацікавленістю державних службовців, їх недостатньою обізнаністю у системних змінах.**

**Обґрунтовано, що в цілому інновації в сфері державного управління є необхідною складовою забезпечення ефективності та конкурентоспроможності життєдіяльності країни, ставлення до інновацій у державних службовців неоднозначне. Все це робить процес впровадження інновацій внутрішньо конфліктним, схильним до дії різних факторів, як індивідуально-психологічних, так і організаційних. Це необхідно враховувати під час проведення адміністративної реформи, запровадження інноваційних технологій в сфері державного управління.**

**Розглянуто сутнісний зміст понять "інноваційне державне управління", "інноваційний механізм державного управління", "інноваційний механізм формування та реалізації соціальної політики".**

**Доведено, що досвід впровадження інноваційних механізмів у сфері державного управління показує, що ефективно управління процесом змін засноване на застосуванні інноваційних технологій, за яких враховуються загальні вимоги до методів навчання і розвитку персоналу, а також конкретна специфіка організації.**

**Визначено, що інновація означає створення, поширення і застосування нововведення, з одного боку, задовольняє певні потреби людини і суспільства, з іншого боку, що викликає не тільки матеріальні, технологічні тощо, але і соціальні зміни.**

**Доведено, що інноваційні механізми формування та реалізації соціальної політики доцільно розглядати як штучно створену складну систему управління, і що базується на використанні інноваційних інструментів управління розвитком соціальної сфери з метою досягнення поставлених цілей.**

*Key words: public administration, innovation, mechanisms of formation, management system, social policy.*

*Ключові слова: державне управління, інновації, механізми формування, система управління, соціальна політика.*

## THE PURPOSE OF THE ARTICLE IS

- definition of tools that should be used in the formation and implementation of social policy;
- grouping of problems of introduction of innovations and innovative mechanisms in the system of public administration.

## FORMULATION OF THE PROBLEM

The urgency of the problem of introducing innovations in the formation and implementation of social policy is primarily due to the strategy of developing a new statehood, which, on the one hand, aims to create a strong

socially oriented national economy capable of confronting internal and external threats, on the other — on the formation of a legal, democratic, controlled civil society. It is clear that in the conditions of long-term crisis phenomena, the processes of resolving social exacerbations may be accompanied by restrictions on personal freedoms, increased requirements for the regulation of citizens' behavior, reduction or deterioration of the quality of public services. As a rule, society pays responsibility for such problems to public authorities.

Although in general, innovation in the field of public administration is a necessary component of ensuring the

efficiency and competitiveness of the country's life, the attitude to innovation among civil servants is ambiguous. Thus, conservatism, and the resistance to any changes in the activities of civil servants is largely determined by their responsibility for tasks supporting the overall logic of the country's development, the preservation of cultural traditions, etc. In addition, these barriers are connected with the peculiarities of a career, assessments of civil servants, which cause fears of lowering the status, earnings, loss of work, etc. All this makes the process of introducing innovations internally conflicting, prone to the impact of various factors, both individual and psychological, and organizational. This should be taken into account when conducting administrative reform, introducing innovative technologies in the field of public administration.

### **ANALYSIS OF RECENT RESEARCH AND PUBLICATIONS**

Fundamentals of the theory of innovation were laid by M. Kondratiev, J. Schumpeter, P. Sorokin. Foreign researchers, such as A. Averin, B. Gurne, and others, made a significant contribution to the development of public administration as a science, in particular the development of issues related to the improvement of social policy. Among the Ukrainian authors, there is a large number of scholars who are also exploring the above-mentioned issues. These are O. Degtyar, Yu Kuts, E. Libanov, O. Makarov, O. Paliy, O. Parkhomenko-Kutsevil, A. Khalecky.

The trends of globalization, the requirements for the comprehensive development of all spheres of life led to the attention to innovative tools and domestic scientists. They were studied on various aspects and spheres of implementation V. Yemelianov, A. Kudryachenko, V. Martynenko, O. Fedorchak, Kh. Khachaturyan and others.

### **PRESENTING MAIN MATERIAL**

The founder of the innovation theory is J. Schumpeter. He introduced the concept of "innovation" into the scientific revolution, interpreting it as a change in order to introduce and use new types of consumer goods, new production and vehicles [1, p. 315]. He emphasizes the presence of a mobile force which is a scientific-organizational combination of production factors, motivated by the entrepreneurial spirit and considered innovation in dynamics, that is, as an innovation process, namely, "the production of a new product, not a" new "product; the introduction of a new method, rather than a "new method"; development of a new market...; getting a new source of raw materials...; realization..." [1, p. 219].

The Law of Ukraine "On Innovation Activity" defines innovations as "newly created (applied) and (or) improved competitive technologies, products or services, as well as organizational, technical, industrial, commercial, or other decisions that significantly improve the structure and quality of production and (or) social sphere" [4].

"About own innovative activity in the field of public administration can be a language when the activity of the subject of innovation has a purposeful, conscious nature, that is, a new quality arises in the process of targeted transformation of the system of public administration" [8, p. 91].

The purpose of introducing an innovative approach to the activities of state authorities in the formation and implementation of social policy is to provide a new level of interaction between actors and factors of public administration based on the use of new knowledge, especially world management experience.

The introduction of an innovative approach begins with awareness of the contradiction of "the subject — the external environment".

The problem of the formation of innovative mechanisms in the system of government is becoming increasingly relevant. The fundamental changes taking place in Ukraine today require the reorganization of the approaches, form and content of public administration from the state authorities and local self-government bodies. Crisis phenomena in the system of public administration, increasing criticism about the expenditure nature of the state policy, a sharp decline in public confidence in the public administration, necessitates the introduction of innovative state management as a new progressive model of public administration.

The process of reforming public administration that takes place in our country affects many areas of activity, forcing civil servants to develop new functions and solve fundamentally new tasks. The tasks of strengthening the position of the state in the conditions of strengthening globalization influence and the rapid development of social processes, put forward all the new requirements of the quality of the state ambassador and the efficiency of the functioning of the whole system of public administration.

Therefore, the formation of a democratic, socially oriented state depends in many respects on the quality of public administration, on the level of professionalism of managers, including on the issue of innovation.

For a long time, the concept of government with the domination of innovation-oriented components is being developed in the UK, the USA, New Zealand, Canada.

However, for Ukraine, innovative methods in public management remain only in theoretical positioning and are rather unknown in practice.

The pace with which innovations in the system of state authorities of Ukraine are being implemented, compared to business, is rather slow, due to certain bureaucratic obstacles. Many difficulties in introducing innovations, in the implementation of state and management functions, are connected with human and organizational factors, personal disinterest of civil servants, their lack of awareness of systemic changes.

In order to more thoroughly study the main theoretical, methodological and practical aspects of the implementation of innovative approaches, the system of state administration should first of all consider the essential content of the concepts of "innovative state management", "innovative mechanism of state administration", "innovative mechanism of formation and implementation of social policy".

In Khachaturian's opinion, "the formation of an innovation paradigm of state administration is connected with the solution of a number of methodological problems within the theory of state administration, which, first of all, is appropriate" [8, p. 31]: "formation of the corresponding categorical apparatus of a systemic nature;

transformation of public administration into social engineering science, in state management, which provides the transformation of theory into innovative models and projects; expanding the interdisciplinary nature of public administration with the involvement of effective methodologies and methods from other sciences".

Such innovations in public administration are O. Fedorchak defines the following: "— outsourcing (outsourcing) — the transfer of the organization of certain functions to another company specializing in the relevant field; benchmarking — using best practices; governance — governance without government; e-government; new public management; reengineering; management by results (management by results); project management (project management); social alliance and others" [7].

The given instrumentation of the mechanisms of public administration allows using the appropriate management tools in the specific conditions and focusing resources on them in order to ensure efficient and effective management in state authorities. According to the chosen topic of research, it is expedient to add fundraising and foresight-designing to the listed mechanisms in the formation and implementation of social policy.

Given the complexity and versatility of civil servants, it can be said that the degree of activation of the introduction of innovative mechanisms in state-management processes is related to the extent to which managers understand the need for change, adopt them and are ready for development.

Conducting an administrative reform in Ukraine, which also envisages the improvement of the civil service system, will not bring the desired positive result unless new innovative mechanisms are introduced into the professional activity of civil servants.

Degtyareva I.O. suggests characterizing innovations in public administration on such basic features [2, p. 9]:

- a form of innovation (documents, institutions, technology);
- depth and quality of innovations (radical, improvement and modification);
- prevalence (single, diffusive);
- Component management (legal, organizational, informational);
- orientation (substitute, rationalizing, expanding, retro-reading, etc.);
- sphere of application (management system; administrative-territorial units as integral objects of management; branches and sectors of policy; external environment of administrative-territorial units and state);
- the sphere of obtaining results (economic, social, ecological, scientific, educational, cultural, etc.)."

Investigating the problems of introducing innovations into the system of public administration identified [7] two groups of innovations related to the activities of civil servants conventionally referred to as "structural innovations" and "productive innovations":

1. "Competent" innovations — aimed at raising the professional level and related to the formation of professional staffing through: selection of specialists capable of using effective technologies of public administration; creation of conditions for stable career

growth of civil servants; introduction of new methods of personnel work.

2. "Effective" innovations — aimed at increasing the efficiency and effectiveness of professional activities of civil servants through: introduction of modern information technology management and improvement of the organization of activities; introduction of a balanced system of performance indicators; raising the level of social protection and optimizing the procedure for remuneration in the civil service.

The presented classification sufficiently gives a complete picture of the key directions in introducing innovations to provide productive evolutionary changes in the system of public administration under the conditions of globalization, which requires the expansion of the focus of management activity, shifting the emphasis from the national to the supranational and subnational level.

The experience of introducing innovative mechanisms in the field of public administration shows that effective management of the change process is based on the application of innovative technologies, which take into account the general requirements for methods of training and development of personnel, as well as specific specifics of the organization.

For example, the task of effective interaction between civil servants and citizens is connected with innovations in the structure of organizations, information and communication system, work with personnel, etc. At the same time, the authorities undergo different degrees of change: structural-functional, communication, educational, etc.

In general, they can be attributed to managerial-organizational innovation, which combine innovative technologies with local specifics. They are based on the integration of various technologies related to the regime of work, labor stimulation, training, corporate culture, etc.

Thus, we see that the problems of applying innovative mechanisms and technologies in the system of public administration are largely due to subjective factors, such as the relation of civil servants to their work, organization, country, psychological barriers to innovation, features organizational structure and culture in public authorities, etc.

The problem of introducing innovations is also a contradiction between the requirements of innovation activities put forward by the person or organization and the appropriate capabilities for its implementation. This activity is an adaptation challenge, which can be substantially complicated by the nature of the reforms, the technology of work with staff and organizations, as well as the established level of human capital of the organization. It is clear that not every person is able to withstand the pace of reforms and adequately adapt to innovations.

Therefore, speaking about the problems of introducing innovations in the system of public administration, it is necessary to consider the features of innovation activity, to show the ambiguity of this phenomenon.

As suggested by scientists: "The main content of innovation is making changes. Innovations in public administration (public administration) should be considered as new forms and methods of work of executive



authorities and local governments, new management technologies, approaches and tools used to solve problems, on the one hand, to improve the system of public administration itself, but on the other hand — to ensure social development. These innovations envisage the discovery and use of the latent potentials of the public administration system and the objects of its influence on the basis of empirical experience and the latest scientific advances" [2, p. 10].

This is well correlated with the main approaches to innovation: structural and procedural.

Within the framework of the first approach, innovation serves as a structure consisting of fixed stable enough elements at various stages of its life cycle. The second approach considers innovation as a dynamic category, the formation and functioning of which is influenced by social, political, economic and other factors.

It is important to emphasize that psychologically innovations are the nature of activity, that is, activity, which is expressed in the purposeful transformation of natural and social reality. Applying the logic of psychological analysis of activities to the field of innovation, one can distinguish the features of the subject, which conducts innovations, stages of this process, subject, conditions and product of innovation.

The main thing that characterizes the content of innovation activity, its main function — is the definition and implementation of changes (in organization, management, etc.). Therefore, the introduction of innovations psychologically correlates with the concepts of readiness for action and the attitude to change. It is the attitude to changes in organization, life, world outlook, etc. leads to one or another behavior in the introduction of a new (by its nature conflicting).

In general, we can say that innovation activity is aimed at finding and obtaining new results, eliminating routine, ineffective working conditions, management structures, and forms of life.

Innovative activity in the system of public administration is characterized by social orientation. In the socio-psychological context, the vector of this activity is emphasized on the development of social practices.

In this sense, innovation means the creation, dissemination and application of innovation, on the one hand, satisfies certain needs of man and society, on the other hand, which causes not only material, technological, etc., but also social change.

It should be noted that quite a lot of research is aimed at identifying the features of innovation in management practice. Therefore, innovation serves as an organizational problem, which is considered in connection with the tasks not only obtaining a new product, but also the development of organizations [5, p. 48].

This aspect of innovation is most fully reflected in M. Onufric's approach, which, based on the analysis of organizations, their nature, development, ways of diagnosis and counseling, has developed the following classification of innovations:

- on the innovative potential: radical, combined, modifiable;
- on the features of the innovation process: internally organizational, between organizational;

- on efficiency: in terms of production and management, improvement of working conditions, etc. "[6, p. 44].

Considering the focus on certain actions, which lies in the concept of innovation, one can distinguish the main factors of the process of innovation implementation:

- characteristics of the innovations themselves (novelty, orientation to meet certain needs, etc.);
- Individual features of the subject of innovation activity (innovation);
- peculiarities of groups and organizations that carry out this activity, etc.

It is clear that possible contradictions in the actions of these factors in the process of implementing innovations in a particular organization. For example, at the individual level, the "innovation" of the subject involves an analysis of the person's ability not only to perceive new ideas and technologies, but also to comprehend them, creatively to complete and on this basis to ensure their possible implementation [3, p. 15]. While at the organizational level, the achievement of innovative goals and strategies requires an efficient management system and strict staff compliance with the new requirements.

Problems of introducing innovations in relation to business organizations are sufficiently fully explored and described in the scientific literature. Most scholars have come to the conclusion that the introduction of innovation is a complex and often painful process, which poses a situation of uncertainty, the complexity of predicting the consequences of changes for the organization and personality. It requires participants of the initiative and perseverance, considerable expenses in the area of the formation of managerial, organizational and social factors.

Innovations are impossible without the personal and professional growth of all participants in the process, as well as without organizational changes. The introduction of innovative mechanisms is associated with a change in the organization's culture. In this case, a great role is assigned to the manager and staff. The manager acts as a figure that defines the logic and direction of organization development, is the agent of change. From staff the introduction of innovations into productive, social, cultural and other spheres of reality depends in many respects [3, p. 27].

Innovative activity is a sequence of complex actions aimed at initiating the development of new products.

Therefore, among the most important factors that need to be taken into account when introducing innovations, distinguish: effective technologies; the best organizational forms; an organizational climate that promotes innovation; potentially successful projects, etc. [5, p. 48].

Implementation of innovative mechanisms in the system of public administration requires adaptation support to individuals and groups. Today's most popular business practices are the development of organizational culture and the development of employee loyalty. Specific practical measures can be carried out:

- a) trainings aimed at individual development of self-awareness, social identity, adjustment of installations, etc.;
- b) group games and discussions aimed at developing relationships in the organization;

- c) forming a system of loyalty management;
- d) introduction of engagement and discussion in the practical activity of employees.

It is advisable to apply these practices to civil servants. Moreover, it is very important for them, for their subjective well-being and increasing the efficiency of their activities.

An important issue is the management of resistance to innovations in the system of public administration. But the degree of nihilism can be corrected by the introduction of a competent approach to professional development and management of relations within the labor collective, as well as the formation of social identity of staff.

Creating an atmosphere of trust increases the susceptibility to identity tokens, and allows you to build resilience to change. This is an indirect tool for implementing changes. In this situation, interpersonal relationships become a resource for the introduction of innovation and form a willingness to implement the tasks.

For Ukraine, innovation management is relevant both in business and in public administration. In the system of public administration, considerable work is being done on legislative support of innovation activity. At the same time, it is necessary to study the subjective factors and problems of introducing innovations to overcome individual and group resistance to innovation.

## CONCLUSIONS

To summarize, we can conclude that innovative mechanisms for the formation and implementation of social policy should be regarded as artificially created complex management system and based on the use of innovative tools for managing the development of social sphere in order to achieve the goals.

Application of a set of innovative mechanisms in the formation and implementation of social policy will achieve the systemic effects of improving the activities of social policy actors and the functioning of the components of the social sphere; to overcome the aggravation of social problems that require new approaches to their solution; to satisfy the requirements for the quality of services of social institutions and to bring them to international standards.

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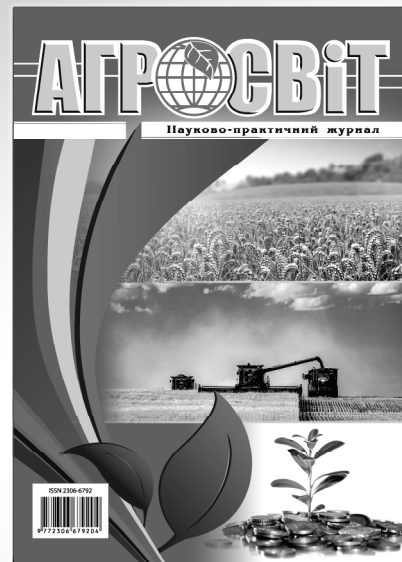
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