



**TECHNIUM**  
**SOCIAL SCIENCES JOURNAL**

**Vol. 13, 2020**

**A new decade  
for social changes**

[www.techniumscience.com](http://www.techniumscience.com)

ISSN 2668-7798



9 772668 779000

# Communicative Culture of Public Administration of Modern Ukraine: Theory, Methodology, Research Outcomes

Larysa Lytvynova

National Academy of Public Administration under the President of Ukraine

[l.lytvynova@gmail.com](mailto:l.lytvynova@gmail.com)

**Abstract.** The article is devoted to the study of the communicative culture of public administration of modern Ukraine. It analyzes modern theoretical and methodological approaches to the study of the phenomenon of communicative culture and substantiates the necessity of applying an interdisciplinary approach in research. An integrated model of formation of communicative culture in public administration is presented and described as a system of organization and implementation of purposeful and indirect influences that ensure the effectiveness of communication and interchanges, which allows to achieve the result in the form of postmodern communicative culture in public administration. Communicative culture in the proposed model is interpreted as an integral unity of socially oriented and reflexive competencies and is implemented at the theoretical-methodological, praxeological-substantive, reflexive-effective and public-communicative levels. The article presents research outcomes of studying communicative culture in public administration in Ukraine. It also substantiates the necessity of restructuring the culture of communications towards the acquisition of socially oriented and socially reflexive competencies and the values of openness, cooperation, cohesion and democracy.

**Keywords.** socially - oriented public administration, communicative culture, interdisciplinary analysis, integral model of formation of communicative culture in public administration, factors of influence on formation of communicative culture

## 1. Introduction

The current situation in political, socio-economic and spiritual life in the era of turbulence causes the transformation of the system of values of modern society. Thus, today the need to transform the meanings and functions of culture in the life of society and individuals has become more acute. In connection with the actualization of the ideas of unity of economics, politics and ethics, which were laid down by Aristotle, awareness of moral and cultural reorientation of society represents a methodological turn from the classical paradigm of philosophy of consciousness to postclassical paradigm of philosophy of communication. The main provisions of philosophical doctrines are changing in the direction of developing the principle of justice and achieving mutual understanding. The importance of outlining the main provisions of this philosophical paradigm is explained by the fact that its representatives in search of answers to modern questions of existence do not reject the achievements of classical philosophy. On the contrary, develop them in the direction of modern interpretations of such classical ethical categories as «responsibility», «justice», «reflection», «maturity», «duty and

conscience», giving them a new intersubjective meaning. This applies not only to the study of the communicative basis of the above categories, but also to the identification of socio-institutional determinants that enable the formation of these qualities in the public consciousness. Communicative theory seeks to answer the main questions of modern life, focusing its efforts on solving both methodological and practice-oriented problems. This means that along with empirical pragmatics, the purpose of which is to understand the current typical speech acts under certain conditions, which can be studied from a sociological, ethnological and psychological standpoint, «universal pragmatics», according to J. Habermas, aims to establish and to reconstruct the universal conditions of «possible mutual understanding» (J. Habermas).

The modern idea of management and professionalism in the field of public administration is directly related to communication, interchange and interaction, and, consequently, is increasingly identified with the concept of «communicative culture». The main means of ensuring and developing social life is the culture of human relations, civilized social ways of communication. This way of human contact is defined by the term of «communicative culture». According to internationally recognized authorities in the field of philosophy and humanities such as J. Habermas, M. Kastels, M. McLuhan, D. Osborne, the culture of communication, based on the principles of priority for social interests, that is, dialogue, equal relations, synthesis of individual freedoms and common responsibility, is becoming one of the dominant features of public life in the 20-th century, the universal norm of thinking and behavior.

The concept of communicative culture emerged as a logical development of previous theoretical forms of human communication reflexion, a key problem of the social philosophical theory throughout the history of its existence. In the semantic and terminological sense, the concept of «communication» is on a par with such similar concepts as «interaction», «human relations», «inter-influence» and so on. In this sense, various aspects of human relationships were analyzed in the works of such classics of social philosophy as G.W.F. Hegel, M. Weber and others. It is no coincidence that the situation has developed around scientific research, containing the concept of «communicative culture». At the same time, the versatility and terminological diversity of the interpretation of “communicative culture” concept proves the ambiguity and complexity of phenomenological analysis and requires special research for the formation and development of communicative culture, particularly in the field of public administration.

## **2. Theoretical and methodology conceptual framework**

Quite a wide coverage of the communitarian problems of society and the problems of scientific understanding of its development indicates the diversity of approaches to the interpretation of the concept of «communicative culture». Modern science, expanding its research field, inevitably faces the need to improve the methodological apparatus. In the arsenal of modern scientific research, interdisciplinary analysis occupies an important place, especially in the field of public administration, the need for an interdisciplinary approach in which is justified by the complexity of the interpretation of public life. Interdisciplinarity strives to integrate methods, tools and research outcomes from interconnected sciences; to recourse to theoretical schemes, models, categories, concepts of other sciences for integration, design of new scientific paradigms, the emergence of new interdisciplinary research subjects and topics (A. Kolot). Public administration science uses elements of interdisciplinary analysis to develop methodology and new research methods. A number of research methods, techniques and concepts developed in the social sciences and humanities have become the property of science. Some aspects of social reality start to be described and analyzed using concepts borrowed from

the social sciences, such as «culture», «communication», «interaction», «communicative culture», «public servant culture», «communicative culture of the organization» and so on.

Analysis of the concept of communicative culture shows that communicative culture is currently an interdisciplinary concept, widely represented in philosophy, sociology, public administration, political science, communication theory, information theory, general and social psychology, linguistics, pedagogy and other sciences. The study of the concept of “communicative culture” encourages the application of an interdisciplinary approach and the interaction of all sciences of man and society. Thus, communicative culture is an object of complex research that requires particular accuracy and comprehensive study.

Application of the interdisciplinary approach to the analysis of communicative culture provides cooperation of various scientific branches, circulation of the general concepts. The cognitive ideal of the concept of communicative culture requires the creation of a fundamentally new interdisciplinary situation, the focus of which should be not only diagnostic and technological tools for the development of communication culture, but also the expansion of the field of scientific and theoretical research of public administration. Carrying out an interdisciplinary analysis of communicative culture at the general scientific theoretical level requires the generalization and synthesis of models of studying this concept presented in scientific research. The variability of norms, criteria and strategies of research is stipulated by the dynamics of science in the history of human society and culture. The potential of interdisciplinary analysis must be realized in its main task of transforming research outcomes into a knowledge system. It is also necessary to observe the methodologies of the integrated study of communicative culture, since modern scientific knowledge of the concept of communicative culture integrates the content of natural science, humanitarian, informational and technological scientific knowledge of the concept. At the same time, interdisciplinary analysis of the concept of communicative culture allows us to identify conditions that contribute to the formation of scientific fundamental knowledge about the concept of communicative culture. Moreover, science should be constantly evolving; it should be enriched with new relationships, filled with new content in the interpretation and interpretation of general scientific concepts.

Analysis of the concept of communicative culture in the works of modern scientists (J. Bourgon, J. Habermas, M. Kastells, L. Lytvynova, A. Matei, F. Sharkov, A. Sokolov) suggests that the dominant tendency in modern science is to conduct interdisciplinary analysis of the studied concept. This confirms the necessary methodological requirement – a holistic vision of the concept of communicative culture. Integrity can be considered not as a mechanical union or a simple sum of accumulated information and traditions, but as a constant interaction, interpenetration of individual components of scientific knowledge. It is worth noting that the practical expediency and value of interdisciplinary analysis and modelling in scientific research based on theoretical analysis derives from its relevance to the purpose of the study of a particular phenomenon. The necessity and correctness of compliance with the basic principles of modelling determines the possibilities of the model to be designed, as well as its functional manifestations in the sphere of specific scientific research.

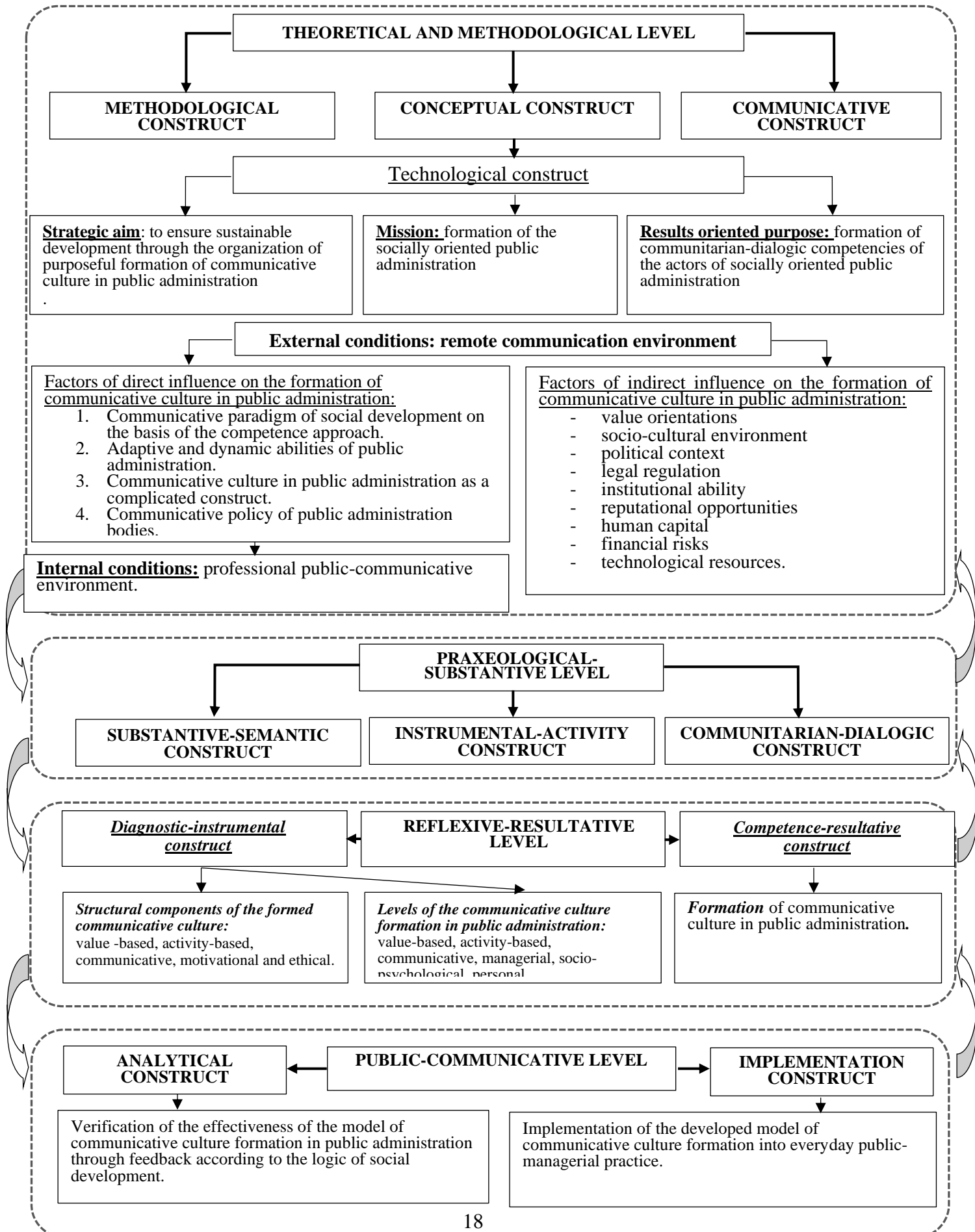
Guided by the current need for knowledge and development of communicative culture in public administration, we have proposed an integrated model of the formation of communicative culture in public administration. The model is considered as an integral functional system for the organization and implementation of targeted and indirect influences that ensure the effectiveness of the system of communications and interchanges that allow to achieve the result in the form of the created postmodern communicative culture in public administration. Communicative culture in the proposed model is interpreted as an integral unity of socially oriented and reflexive competencies (perceived as competencies of praxeological-substantive

and reflexive-productive levels) and is implemented simultaneously in theoretical-methodological, praxeological-substantive, reflexive-resultative dimensions.

**The integral model of the formation of a communicative culture in public administration** is a generalized idealized representation of the phenomenon of communicative culture as a multi-level open system, the formation of which is realized through the interpenetration of levels and their structural components (constructs and elements of these constructs), namely:

1. Theoretical and methodological level, which includes theoretical and technological construct (methodological construct, conceptual construct, communicative construct);
2. Praxeological-substantive level (substantive-semantic construct, instrumental-activity construct, communitarian-dialogic construct);
3. Reflexive-resultative level (diagnostic-instrumental construct, competence-resultative construct),
4. Public-communicative level (analytical construct, implementation construct) (Fig. 1).  
See the Model for more details)

Thus, the basis of the integrated model of communicative culture formation in public administration is based on theoretical and methodological principles (methodological construct, conceptual construct, communicative construct), which determine the features of constructs responsible for the formation of communicative-dialogic competencies of public actors. Theoretical and technological construct project the functional result at the level of deployment, gradually providing higher levels of integration as a unity of socially oriented and reflexive competencies, which are realized in the public-communicative dimension with a dialogic feedback (analytical construct, implementation construct). The interdependent procedural levels, within the created model, include the praxeological-substantive level (substantive-semantic construct, instrumental-activity construct, communitarian-dialogic construct); reflexive-resultative level (diagnostic-instrumental construct, competence-resultative construct); public-communicative level (analytical construct, implementation construct). In general, the term “construct” stands for a way of organizing human experience in accordance with the systems and rules of social interaction (G. Kelly).



Constructs form a kind of bridge between personal psychological perception, the social world of activity and social relations, which are manifested in the form of patterns, behavioral templates and interpretation of relationships and activities. Constructs serve as a kind of matrix-tool in an effective communicative exchange, the content and flexibility of which depend on the quality component of professional management communication related to the relevant systems, processes and functions. The combinations of harmonized constructs form a system of communicative relations, which should be focused on the future state of the public administration system with a formed adaptive function, which has signs of flexibility and dynamism of adaptation to the changing conditions of today. It is the communicative culture, the so-called “lungs of administration”, that presents, develops and creates itself under the influence of external and internal factors of social transformation processes in public space.

The phenomenon of «communicative culture in public administration» is a complex inherent property of the communicative nature of social reality; it is constantly present in the external, remote communicative environment and in the internal professional communicative environment. The factors influencing the system of relations and the formation of a communicative culture in public administration can be divided into direct and indirect influences. Indirect influences include:

1. value orientations,
2. socio-cultural environment,
3. political context,
4. legal regulation,
5. institutional ability,
6. reputational opportunities,
7. human capital,
8. financial risks,
9. technological resources.

The factors of direct influence include the conditions that shape the quality of the internal professional communication environment, namely:

1. implementation of the provisions of the communicative paradigm of social development on the basis of competence and integrated approaches;
2. adaptive and dynamic abilities of public administration;
3. communicative culture in public administration as a complicative construct;
4. communication policy of public administration.

The human factor is defined as systemically important in the formation of a communicative culture in public administration within the context of socially oriented public administration paradigm. It is established that the phenomenon of definition of “communicative culture in public administration” is an inherent property of the communicative nature of social reality and modern changes in the socio-communicative sphere in public sector structures being the basis of functional-role, socio-psychological and value aspects of administration interaction. At the level of conceptual and methodological principles, the leading condition for the formation of communicative culture in public administration is the implementation of the provisions of competence-based and integrated methodological approaches in organizing the process of targeted formation of communicative culture in public administration as a complicative construct. Complicative construct includes: praxeological-substantive level (substantive-semantic construct, instrumental-activity construct, communitarian-dialogic construct) and reflexive-resultative level (unity of socially oriented and social-reflexive competencies) in the

form of shaped communicative culture in public administration, implemented at the public-communicative level (implementation and analytical constructs). The following levels of the formed communicative culture in public administration are defined: value-based, activity-based, communicative, managerial, socio-psychological, personal. A promising vector for the formation of communicative culture in public administration is the socio-psychological and value dimensions that ensure the productivity of communicative relationships in the context of the culture of public communications formation in modern Ukraine.

### **3. Research outcomes**

The present postmodern culture provides a fundamental recognition of the incompleteness of any interpretation of reality, which makes it open to other interpretations, encourages communicative exchange in order to more fully reflect reality. Homogenization of the cultural context contributes to the growth of constraints in social development, while the decentralization of society involves the abandonment of the theory of universal development. At the same time the models of social development become multiple and complementary. In connection with the above, postmodernism, in the general sense, is interpreted as a pluralism of thought, the main orientation of which is the philosophy of part as a component of whole. Thus, the need for change involves not only the system of public administration, but also the content of activities and values of the managerial dimension. Based on the extreme urgency of the formation of a socially oriented model of public administration in Ukraine, it is necessary to form a socially oriented communicative culture of public administration.

For the purpose of scientific analysis of this issue we conducted a study in 2017-2019 involving public servants of categories B (aged 29 to 48 years) and C (under 35 years), a total of 376 people, employees of central executive bodies and local self-government of Ukraine. To analyze the communicative culture of public administration (praxeological-substantive and reflexive-resultative levels) a scientific study of communicative culture formation in public administration was conducted using the following methods:

1. For the analysis of the organization culture type – Definition of the Type of Organizational Culture Questionnaire by Ch. Handy was used, adapted to the subject of public sphere research.
2. Methodology for determining the Level of Organizational Culture (OC) – analysis of structural components (activities, communications, motivation and morality).
3. Methods of diagnostics of the Communicative Attitudes by V.V. Boyko (communicative attitude, communicative tolerance) – analysis of socio-psychological and communicative readiness for partnership.
4. Methods for determining the leadership style of the team by V.P. Zakharov and O.L. Zhuravlyov (directive style, collegial style, indulgence style) – analysis of management styles and their relationship with the personal orientation of the leader.
5. Methods of personality orientation by B. Bass (focus on yourself, on communication, on activity).

According to the study, the presence of a role culture that corresponds to a bureaucratic culture, according to Max Weber, was observed in 85% of respondents. The role here is understood rather as a rigidly fixed function that ensures the work of the organization as a single organism. Role culture appeals to the postulate of the rational essence of people, which allows them to act effectively, based on analysis and logic. An organization built on such principles is similar to a slender architecture: the upper levels of government are based on strictly regulated procedures on the functional units of public administration. Organizations with this type of culture tend to operate successfully in a stable or predictable and controlled environment. At

the same time, they are poorly adapted to work in the changing information environment, which meets current requirements. While the structure should remain bureaucratic in form, its content requires transformation and adaptation to contemporary civilizational challenges.

Analysis of the results of the Value Orientations Method show that the values of interaction, openness, responsibility and cooperation occupy the last lines in the hierarchy of value orientations of public administration employees, while the leading positions are behavioral and organizational characteristics that also illustrate other values inherent in bureaucratic culture. The presence of democratic tendencies and values of “culture of cooperation” was indicated by only 15% of respondents, which testifies to the need to restructure the culture of communication towards the acquisition of socially oriented competencies and the formation of values of openness, cohesion and democracy. The results of the survey show that public administration employees do not have a formed “need” to develop democratic processes, communication flexibility and cooperation, as public servants do not associate them with potential positive changes in activities. According to the results of the survey, there is a contradiction between the democratic demands of citizens and authoritarian tendencies in the public service system, due to the specific values of its employees and efforts to maintain the existing system of communicative interaction, which does not require additional adaptive efforts.

The generalized results of diagnostics of communicative attitudes and communicative tolerance according to the method of diagnostics of the Communicative Attitudes by V.V. Boyko testifies that there is a tendency to medium, closer to low communicative tolerance of the interviewed public servants. This state of affairs is common to all categories of respondents. Only 34% of respondents show a high or sufficient level of communicative tolerance and communicative readiness. Among the main psychological problems hindering the development of communication tolerance are excessive finality in assessments, negative communication, irritation and rejection of other opinions, prejudice towards communication partners, attempts to re-educate or transform a partner. The degree of personal development is largely characterized by the level of professionalism and professional culture, which reflects the objective readiness and subjective readiness of public servants both to solve professional problems and to carry out efficient substantive work. Thus, psychological support of professional and personal development of public servants is necessary already in the course of professional training. Communicative culture is a professionally important quality of public service. The formation of communicative culture by trial and error should be recognized as a false strategy, objectively expensive, subjective and probabilistic in character.

A review of the problems of establishing socially oriented public administration in Ukraine without analyzing the impact of the human and personal factor on the management process is considered to be imperfect and simplified. Today, the top tiers of government are concerned with the management of people as individuals, and the organizational structure is a necessary backdrop to the office functioning. The methods of personality orientation by B. Bass and methods for determining the leadership style of the team by V.P. Zakharov and O.L. Zhuravlyov allowed us to analyze the trends in the personality orientation of a modern public servant. Their impact on the formation of management style in the context of the formation of socially oriented culture of public administration.

The study of the personality orientation of managers using the method of B. Bass allows us to state the following: the vast majority of managers surveyed (61%) are focused on activities, which display their interest in solving production problems first, in performing their work as best as possible, in achieving the goal. The focus on interaction is expressed in only 18% of respondents. These leaders seek to interact in activities, maintain positive relationships.

The driving force of such managers is the focus on social approval, dependence on the group, the need for commitment and emotional relationships with people. 21% of respondents expressed self-orientation, focus on direct remuneration and satisfaction of needs regardless of the quality of work and activities of employees. This is manifested in a certain aggressiveness in achieving a status, a tendency to rivalry, irritability, and so on. It can be assumed that managers with such a personal orientation will choose a less effective management style in modern conditions.

Methods for determining the leadership style of the team by V.P. Zakharov and O. Zhuravlyov allowed to state, that the leaders practice the collegial leadership style (73%), a small part of the respondents – the directive style (22%), and the indulgence style (5%). A weak positive correlation between the choice of collegial leadership style and the orientation of the individual “to act” within  $r = 0.086$  at  $p \leq 0.05$  indicates that the collegiality and democracy of relations is of formal and declarative character. Despite a large number of meetings and consultations, management efficiency remains low and the human factor is ignored. Managers only imitate desire to demonstrate socially oriented behavior, instead they form professional and personal deformities, which are reflected in the emotional manifestations of respondents, which were analyzed in other scientific works (L. Lytvynova, K. Bekmurzieva). Studies show that regardless of position, management style with excessive attention to the administrative component of the activity is positively correlated with high personal self-motivation, but negatively associated with indicators of empathy and communicative tolerance. At the same time, attention to the human factor should be accompanied by developed communicative and emotional qualities of the individual, which is the basis of a collegial, advanced democratic managerial style. The obtained results allow us to conclude that the majority of respondents to some extent show social orientation in management, but the situation is not self-reflected by the leaders. The study revealed an underestimation of the importance and, as a consequence, insufficient formation of socio-personal and socio-reflexive competencies of modern public servants.

#### **4. Discussion and conclusion**

In conclusion, we must state that the professional communicative culture of public servants is focused on bureaucratic values; they use authoritarian management style in the process, there is a rigid subordination, which is compensated by imitation of democratic behavior and recognition of the need for personal responsibility. This leaves a certain imprint on the personality of public servants, on their behavior and communication, which is accompanied by emotional rigidity and rejection of the situation of change. Only 15% of respondents indicated the presence of democratic tendencies and values of the culture of cooperation, which indicates the need to restructure the culture of communication towards the acquisition of socially oriented and socially reflexive competencies and formation of values of openness, cooperation, cohesion and democracy. The unwillingness of employees of the state apparatus of Ukraine to form and develop real democratic practices is expressed in the declaration of specific forms of relations, in which conservative tendencies are manifested and the ideas of bureaucracy are actively reproduced. As the situation of constant stress does not motivate employees to form adaptive communication strategies and is not reflected, the inconsistency of praxeological, reflexive and value constructs is manifested in hostility towards cooperation. The threat to the symbolic “status of power” gives rise to various forms of communicative distortions in the form of manipulation, authoritarianism, negativism and abuse of power, etc.

At the same time, communicative relations have undergone a certain evolution under the pressure of social processes; they are more similar in nature to imitation of democratic

communicative exchanges than to deep value and structural changes towards democratization of relations both internally and externally, with the public. There is a paradoxical situation, which can be characterized as motivational and value ambivalence, it causes cultural stagnation and crisis of managerial identity, which hinders the realization of community demands and inhibits social development towards the realization of public «will to understand» (J. Habermas). Gradual value and cultural transformation should be based on the personal beliefs of public servants that cooperation is advantageous to an adaptive communication strategy, which ensures stability in office and provides a basis for confidence in the authorities and their representatives.

The study of trends in the development of a communication culture provides a theoretical basis for the modernization of state-of-the-art technologies aimed at the formation of socially oriented and socially reflexive competencies of public administration. Employees, which must be adapted to today's challenges to optimize the level of communicative interaction between society and government as to realize the communitarian-dialogic community demand.

### References

- [1] BEKMURZIEVA K.M. (2018), The motivation of activity of civil servants as a means to improve the efficiency of the public civil service. *Upravlenie*, 6 (4):4-9. (In Russ.) <https://doi.org/10.26425/2309-3633-2018-4-4-9>
- [2] BOURGON J. (2007), Responsive, Responsible and Respected Government: Towards a New Public Administration Theory. *International Review of Administrative Sciences*, vol. 73, No. 1, pp. 7-26.
- [3] HABERMAS J. (1995), "Theory of Communicative Action", Cambridge: Polity Press, vol. 1.
- [4] KASTEL'S M. (2000), *Ynformatsyonnaia epokha: ekonomyka, obschestvo y kul'tura* [Information Age: Economy, Society and Culture], HU-VShE, Moscow, Russia, 608 p.
- [5] KELLY G. (1963), *A theory of personality. The psychology of personal constructs*. New York: Norton, 249 p.
- [6] KOLOT A.M. (2014), *Mizhdystsyplinaryni pidkhid yak peredumova rozvytku ekonomichnoi nauky ta osvity* [Interdisciplinary approach as a prerequisite for the development of economics and education]. *Visnyk Kyivskoho natsionalnoho universytetu imeni Tarasa Shevchenka. Ekonomika*. Kyiv, №5 (158), pp. 18-22.
- [7] LYTVYNOVA L.V. (2016), "Communicative mechanisms of public administration as an important factor in the democratization of public life", *Rozvytok profesijnykh kompetentnostej derzhavnykh sluzhbovtziv: komunikativnyj aspekt : materialy schorich. nauk.-prakt. konf. za mizhnar. uchastiu* [Development of Professional Competences of Civil Servants: A Communicative Aspect: Materials of the Annual Scientific and Practical Conference on International Participation], NADU, Kyiv, Ukraine, pp. 143.
- [8] LYTVYNOVA L.V. (2018), "Problems of formation of effective communications of civil servants and society in Ukraine: socio-psychological aspect", *Legea si viata*. Moldova, vol. 1/2 (313), pp. 72—76.
- [9] LYTVYNOVA L.V. (2019), "To the question of scientific comprehension of the notion of communicative space: the present state and the analysis of concepts", *Derzhavne upravlinnya: udoskonalennya ta rozvytok*, [Online], vol. 7, available at: <http://www.dy.nayka.com.ua/?op=1&z=1460> (Accessed 04 Sep 2019). DOI: [10.32702/2307-2156-2019.7.20](https://doi.org/10.32702/2307-2156-2019.7.20)
- [10] McLuhan Marshall. *Fiore Quentin*. (1967), *The Medium is The Message / Marchall McLuhan*. - Warfond: The Penquin Press, 160 p.

- [11] MATEI A. and MATEI L. (2014), "Instructional design for administrative sciences. A case study for civil servants training", *Procedia - Social and Behavioral Sciences*, pp. 1930—1933.
- [12] SHARKOV F.I. (2010), *Kommunikologija: osnovy teorii kommunikacii* [Communicology: the basics of communication theory], Izdatel'sko-torgovaja korporacija «Dashkov i K.», Moscow, Russia, pp. 385-415.
- [13] SOKOLOV A.V. (2002), *Obshhaja teorija social'noj kommunikacii: Uchebnoe posobie* [General Theory of Social Communication: Study Guide], Izd-vo Mihajlova V. A., SPb., Russia, P. 461.
- [14] OSBORNE D. (1993), *Reinventing Government. How the Entrepreneurial Spirit is Transforming the Public Sector* / D. Osborne, G. Gaebler. – New York [et al.]: A Plume Book, 432 p.
- [15] WEBER M. (1978), *Economy and Society: An Outline of Interpretive Sociology* / M. Weber. - Berkeley: University of California Press, 1469 p.